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ABSTRACT

This study describes and analyzes the involvement of library and university groups and individuals in arriving at major library decisions concerning budgeting, automation, policy making, and operational issues in 12 selected university libraries. Site visits, interviews, and questionnaires were used to compare the decision making roles of university library committees, chief librarians, senior library staff groups, library councils, committees and task forces, and professional librarians in British libraries with those in Canadian libraries over a period of 2 years (1981-1983). An assessment of the management styles and environments of the institutions is included. While the decision making processes in the libraries of both countries were found to be similar in structure and operation, committees in the British institutions appeared to plan a more dominant managerial role than their Canadian counterparts. The influence of library-wide decisions by non-managerial librarians was perceived to be fairly minimal, even though a great variety of staff groups and task forces existed in the libraries of both countries. A prescription for an effective decision making structure based on the more successful processes identified in the study concludes the report. A bibliography, samples of letters used, the questionnaire, and a list of participating libraries are among the many appendices included. (Author/THC)

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DECISION MAKING PROCESSES IN BRITISH
AND CANADIAN UNIVERSITY LIBRARIES

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A research report prepared for the Chief Librarian, University of Toronto
Library by Jane Cooper, Head, Circulation Department, upon completion of
seven months of research leave taken April to September 1982 and four weeks
in 1983.

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University of Toronto Library
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1. INTRODUCTION - STATEMENT OF THE PROBLEM

Library managers, like their counterparts in business and government organizations have become increasingly hard pressed to develop appropriate skills in coping with their operational and political environments in order to ensure the secure and healthy future of their institutions. In recent years, academic libraries have experienced rapid growth in size and organizational complexity and have been increasingly affected by technological advances occurring in the library field. In addition, to present the current situation more completely, two other factors of crucial importance must be recognized. First, academic library administrators have had to face a serious curtailment in financial support (accompanied simultaneously by the wide-reaching effects of an inflationary economy); secondly, the pressures for increased staff participation in library government and, in some institutions, the achievement of faculty status for professional staff, have forced those in charge to adopt a more open management style and make appropriate changes in the traditional hierarchical organization structure of the library.

In this complex and rapidly changing environment, one academic library manager must confront much the same kind of problem as his colleague in another province or even in another country, whatever the size of the library. In the past, staff members in academic libraries, in encountering familiar situations on a day to day basis, where operations were of a routine nature, most tasks were performed manually and procedures were slow to change, reacted with standard set responses. Decision making was almost automatic, responses taking on a repetitive pattern, persons in authority unquestioned. Today, new challenges, be it a complete revolution in a department's work patterns because of the adoption of an automation programme or the redeployment of a depleted staff complement because of a drastic budget reduction, force change into library organizations affecting basic policy and planning and placing unprecedented demands on the decision making skills of those in charge.

Before the 'processes' of academic library decision making (i.e. how a decision is made, who is involved in the process and what environmental factors are considered, etc.) which constitute the focus of this research paper are examined some examples of the major issues of concern requiring decisions in academic libraries at present are listed below .

These include :

- the introduction or change in the use of automated techniques
- a change in the organization structure of the library
- the appointment of a new senior staff member
- a major change in cataloguing policy and/or procedures
- a reduction or expansion in services to readers
- a major change in lending policy or regulations
- a revision of personnel policies
- entry into a new co-operative venture
- planning for a new or renovated building

It becomes increasingly obvious that decision making by a university library administrator on such issues cannot be carried out in isolation. The library's primary function, its contribution to the teaching and research function of the academic community, and its particular relationship to the various segments of that community of scholars, teachers, students or administrators as well as to its internal governing structure, necessitate a consideration of the principles of decision making within a group context. Here the library administrator finds himself in a situation fraught with tension. The potential participants in such a process, both in groups and as individuals are many and play a multiplicity of roles. Once involved, each person's preferences, expectations and intentions will have some bearing on the outcome. In addition to being conscious of these influencing factors, the leader must also be aware of the perception of others of his or her own previous decisions (credibility); determine when and how a problem should be shared; co-ordinate and consolidate the deliberations of various groups; and be concerned about staff and user satisfaction with the outcome. The 'success' or effectiveness of the process will reflect in fairly large measure the manager's adeptness in co-ordinating these elements. Because of the interrelated mixture of facts, perceptions, political overtones and expectations involved in the process of arriving at an administrative decision, the decision making structure itself in any one institution becomes very difficult to define.

Attempts to formulate such a definition or conceptual framework for decision making, however, do appear in management and library management literature. Books and articles have been written, not only explaining the ways in which decisions are made (i.e. 'descriptive') but also on the art of effective or 'optimal' decision making (i.e. 'prescriptive'). A brief outline of some of the concepts, principles and conditions which have been developed is included here to serve as a backdrop for the specific examples described later in this study.

Any definition of a decision making structure in an organization, such as the one described by Robert Helsabeck in his book The Compound System; a Conceptual Framework for Effective Decision Making in Colleges should include a measurement of the amount of participation by its members (i.e. for our purposes - the degree of input by members of university and library staff). This amount of participation may vary on the spectrum from being "oligarchic" (a small proportion of group members have an effect) to being "democratic" (highly participative, where a large proportion of university and library staff members have an effect on decision outcomes). Intermediate degrees of input, described as "consultative", "advising", "with veto power" occur between the extremes. In another dimension the degree of "centricity" can also be measured; that is, the number and autonomy of decision making groups. On the one hand a highly centralized structure (decisions made by a single body) may exist. At the other extreme small groups within the organization are delegated the responsibility to make decisions, again, with varying degrees of 'centricity' in between. By analyzing the ways various types of decisions, such as those pertaining to resource allocations, operational procedures and personnel selection are made, using these two variables "amount of participation" and "centricity", one can determine whether the decision making structure is

'simple' (all decisions are made in the same way, e.g. one centralized committee of chief administrators make all decisions or, at the other extreme, large representative committees in all constituencies of the universities are given the autonomy to make their own decisions) or 'compound' (e.g. a small centralized group may make a decision in one instance and in another a group of staff from all levels in one department may be responsible for the decision). In reviewing the research which measured the amount of participation combined with centricity to produce a high order concept of decision making, Helsabeck suggests that the optimal (effective) "arrangement would seem to be a compound system with high participation in the highest decision making groups for those institutional decisions that affect all members and with participation in decision making bearing on areas of expertise confined to those groups of members with the appropriate skills and knowledge." (Helsabeck p. 26).

At this point one could digress at length on the pros and cons of that ill-defined concept much written about in library literature - "participative management". The following observations, however, seem pertinent to any discussion of the decision making process in libraries. The recent trend toward the establishment of faculty governance in American academic libraries, akin to the system used in academic departments, (i.e. a situation in which all professional staff including the chief librarian act together as a community of equals in determining policy, plans and progress for the library, and in participating in the selection, appointment, promotion and tenure decisions affecting its own members) has helped to bring about the establishment of a peer group structure in parallel with, if not replacing the traditional pyramidal organization structure of the library. This peer group structure, based on either the recognition of librarians as faculty as in the American model or established in an attempt to create mechanisms for consultation or advice, has manifested itself in the formation of councils, committees and task forces or working parties in academic libraries everywhere, including those of Great Britain and Canada. Administrators and management theoreticians alike, however, are concerned that the matter of governance itself, rather than the search for satisfactory or effective ways to solve problems and decide outcomes, may become the overriding factor in the management process. Research shows that a proliferation of committees, task forces and councils, while possibly satisfying the pressures for more staff involvement and recognizing faculty status for librarians, does not necessarily contribute to the ultimate effectiveness of the institution.

With the appropriate and skillful use of such groups in the management of the library, however, it has proved possible to reconcile personal fulfillment and professional growth with organizational goals. It has been noted that the recognition and acceptance by groups members of their level of contribution (be it executive or advisory) combined with a clear understanding of where decision making authority and accountability are based, are essential factors for achieving an environment in which staff members feel a satisfaction and 'rightness' about the institution in which they work.

Helsabeck expands on this finding by suggesting that the decision making environment described in the preceeding paragraph contributes directly to organizational effectiveness through achieving a higher rate of success in the formulation of, and consensus about, the goals and objectives of the institution. Linked to goal setting effectiveness is the capacity of the institution to acquire and manage its financial and human resources. Is the library clear about its priorities .? Does the allocation of resources reflect those priorities .? Is its staff performance measured against them.? In arriving at a solution or recommended course of action each member of a decision making group will have his or her own perception and understanding of the library's scale of priorities. In a paper outlining principles of effective decision making (Robert Runyon "Some Principles of Effective Decision Making in Academic Libraries" in the Journal of Academic Librarianship v. 8 (3) 1982, p. 144-150) the author emphasizes the importance of clarifying for the group the organizational objective at issue in that particular instance.

Runyon makes a number of suggestions for groups who are assigned to problem-solving. He proposes that the groups should spend time at the outset clearly defining the nature of the problem that "once (it is) defined (it) is half solved." (p. 146). He quotes Peter Drucker's description of decision making in Japanese organizations : "To the Japanese...the most important step is understanding the alternatives available. They are as opinionated as we are. But they discipline themselves not to commit themselves to a recommendation until they have fully defined the question and used the process of obtaining consensus to bring out the full range of alternatives. As a result, they are far less likely to become prisoners of their preconceived answers than we are...The Japanese do not focus on giving an answer; they focus on defining the question." (Peter F. Drucker, Managements; Tasks, Responsibilities, Practices 1973.p. 470). The gathering and analysis of all available alternate solutions to the problem and techniques such as 'brainstorming' and 'thinking out loud' are cited by Runyon as additional creative ways of enhancing the effectiveness of the decision making process. The group process in itself produces certain negatives and positives which will affect the outcome of the decision.

People are influenced in their judgement by their own assumptions, attitudes and expectations which may in some cases be contradictory to those of their colleagues. So called 'hidden agendas' are often difficult to spot but must be recognized and dealt with. Discussion, dialogue between those with conflicting views and the establishment of mutual expectations should lead eventually to a commitment and feeling of ownership of the ultimate decision by the group members. With adequate time, skillful handling by its leaders and training in how to handle conflict and disagreements, Runyon concludes that groups "can be expected to do better than even their best members."

2. RELATED STUDIES

Much has been written, both on the general topic of the management of organizations and, more specifically, on library management and decision making. A list of relevant books and articles used by the researcher appears in Appendix A. At this point, a few are worthy of mention.

Robert Helsabeck's book The Compound System; a Conceptual Framework for Effective Decision Making in Colleges cited above and frequently throughout this report, is useful for its thorough treatment of the subject. He describes a multiplicity of factors which contribute to the process of decision making including amount of participation, the number and autonomy of decision making groups, the influence of "concurrent regimes" such as unions and faculty associations, types of decisions (budgetary, personnel, operational) goals, (setting and attainment) membership satisfaction and expectations, and the political environment. Because his thesis is developed in the college context, accompanied by specific case studies, his findings can be extended to other parts of the college 'sub-system' including the library.

Two short articles focus on group decision making in libraries. Louis Kaplan, in "On Decision Sharing in Libraries : How Much Do We Know" (College and Research Libraries v. 38, January 1977, p. 25-31) after examining the practices of executives in health and welfare agencies and research conducted in large manufacturing firms including the electronics industry, raises questions concerning decision making styles among librarians. This discussion includes the relationship of 'style' (one-sided or autocratic, consultative, delegative) to type of decision and level of risk; expectations of subordinates, especially professionals and the extent of their influence on decision making; and power by possession of expert knowledge. In suggesting areas of research needed for libraries, he lists a number of propositions that would contribute to a theory of decision making in libraries, e.g. "...there is no necessary clash between decision sharing and hierarchical structure..."(p. 30).

Also cited above, Robert Runyon's paper ("Some Principles of Effective Decision Making in Academic Libraries" in The Journal of Academic Librarianship, vol. 8, no. 3, 1982, p. 144-150) provides a practical base for academic library administrators by suggesting some principle or conditions which would contribute to effective decision making in a group context.

Page Ackerman's article on "Governance and Academic Libraries" (in Library Research, v. 2, 1980-81, p. 3-28) and W.L. Guttman's "The Government of University Libraries in Great Britain" (Journal of Librarianship, v. 6, no. 3, 1974, p. 203-218) are both useful for their overall views of the management environment in both Britain and the United States. Their discussions deal with organizational characteristics, faculty governance and librarian representation on university committees, collective decision making and the use of professional skills and subject expertise.

Finally Helen Howard's Ph.D. dissertation (Rutgers University, 1977) - "The Relationship between certain Organizational Variables and the Rate of Innovation in Selected University Libraries" was extremely useful to the researcher especially with respect to its methodology. Howard's questionnaires and interview schedules were carefully drawn up to elicit institutional data as well as information pertaining to decisions on major changes and innovations in the organizations selected for study. In some respects the data collecting instruments of this study follow a similar pattern. A summary of Howard's research is outlined in an article "Organizational Structures and Innovation in Academic Libraries" appearing in College and Research Libraries, v. 42, no. 5, 1981, p. 425-433.

3. FOCUS OF THIS STUDY

This study attempts to identify and describe techniques that have actually been used in arriving at decisions in specific university libraries. Although these techniques are examined against a background of theoretical concepts of decision making such as those described in the introductory section, the research concentrates on the more practical aspects of the actual situations, issues and problems presented. It is hoped that through such an emphasis, some models for decision making will emerge that can be used in situations commonly shared by university libraries. While the study is largely 'descriptive' in its treatment of the subject, it also allows readers to develop from the analysis some 'prescriptions' for their own situations.

It must be acknowledged that decision making occurs at all levels of the academic library organization. The research in this study is restricted to a consideration of the processes and structures which exist in the institutions studied that have been used to arrive at a 'major decision.' A 'major decision' is defined for purposes of this study as one resulting in a course of action which would have a noticeable effect on library users and/or library staff.

The researcher has chosen to examine libraries in Britain and Canada for several reasons. The organizational framework, both in the libraries and in the universities of both countries are similar and the management environment, as indicated in a number of recent studies, tends to be fairly conservative and traditional.*

* See such studies as W.L. Guttman, "The Government of University Libraries in Britain"; H. Bryan, University Libraries in Britain (chaps. 1&5); Canadian Libraries in their Changing Environment (section by V. Murray); Studies on the Organisational Structure and Services in National and University Libraries (chapter by H. Fairhurst) and Peter Durey; Staff Management in University and College Libraries (Chap. 1& 2). (Full references are given in Appendix A)

Academic libraries in both countries have been subjected to the major environmental factors outlined in the preceeding section : rapid growth, technological advances, serious financial constraint, and pressures for increased staff involvement. The treatment of some of these issues in the decision making process will be described and analyzed more fully later in this report. Finally, while much has been written on the subject of decision making in American organizations including academic libraries in that country, very little research on this specific topic has been carried out in Britain and Canada. In order to achieve a representative sample for purposes of comparison and analysis, six British and six Canadian university libraries have been selected for study. Small, medium-sized and large libraries from each country have been included. Other institutional characteristics such as governance and reporting structure within the university, internal organization structure, staffing patterns and operations, were examined in determining the selection to allow for fruitful comparison.

4. OUTLINE OF THE STUDY

The project is divided into two phases, briefly described as follows : In Phase I, carried out in a time frame of approximately six months, April to September 1982, the researcher identified some of the processes used for decision making in the selected libraries in Britain and Canada. Institutional data relating to the library including organization structure, committees and current issues of concern was assembled through written documentation and interviews with library administrators. During the interview each library administrator was also asked to describe two or three instances where major decisions had been taken in the past two years. He/she was asked to explain the roles of the University Library Committee, senior library staff, library committees and other university or Library individuals and groups in the taking of major decisions.

Phase 2 of the project was carried out during 1983. Further data-gathering from personnel in the selected Libraries was accomplished between May and October, using the interview process and mailed questionnaires. The interviews and questionnaires were addressed specifically to members of the University Library Committees and to professional Librarians in each institution. This data supplemented and verified some of the descriptions of the decision making processes identified in Phase I as well as contributing to an assessment of the quality and effectiveness of those processes.

NOTE ON TERMINOLOGY

For purposes of clarity and consistency, it has been necessary to adopt a set of terms and definitions which are set out below. In discussing the libraries collectively and for purposes of comparison the term on the left hand column will be used. In specific cases as appropriate the terminology used in a particular library will be used; in these instances a definition or equivalent will be supplied.

President	=	Principal, Vice Chancellor
Vice President	=	Pro-Vice-Chancellor
University Library Committee (shortened to ULC)	=	the major university committee dealing with library matters (usually reporting to the senate)
Chief Librarian	=	University Librarian, Director of Libraries
Senate	=	major academic body in the university (other titles may include Academic Council, General Faculties Council)
Senior Managers	=	senior administrators in a library frequently referred to as Sub-Librarians in British Academic Libraries, Associate Librarians in the Canadian context; would also include the Deputy Librarian and possibly other staff officers.
Senior Staff	=	department heads or those persons holding managerial responsibility for one or more units or departments (Assistant Librarians and Senior Library Assistants may also fill these posts in Britain)
Senior Library Assistant	=	a library staff member with professional (Library Association) qualifications, normally a non-graduate (No Canadian equivalent)
Support Staff	=	Library Assistants (Britain) Library Technicians (Canada); all library staff members who are not librarians or who do not have senior managerial responsibilities; some may have formal training in library or specialized techniques, includes clerical staff, binders, porter, specialized technical staff etc.

5. OBJECTIVES OF THE STUDY

- a) To identify and describe decision making structures and processes used during the past two years (1981-83) in twelve selected British and Canadian university libraries
- b) To analyse and compare this decision making process described between the libraries of both countries.
- c) To analyse and compare the effectiveness of such decision making processes as assessed by the chief librarians, members of the University Library Committees and professional librarians who were interviewed or who answered the questionnaire
- d) To suggest some 'models' or 'prescriptions' for effective decision making processes in university libraries as determined from the findings of this study.

These objectives are achieved by :

- a) examining, comparing and assessing the decision making roles of the following individuals and groups :
 - i) the Chief Librarian and members of the University administrative structure
 - ii) university groups relating to the Library, e.g. Senate Library Committee etc.
 - iii) Library senior managers and senior staff
 - iv) Library groups, including councils, standing committees, ad hoc committees or task forces, unions, staff associations, librarians/faculty associations
 - v) individual librarians, other library staff members
- b) examining, comparing and assessing the decision making processes used for arriving at decisions relating to :
 - i) budget
 - ii) automation development
 - iii) operational issues
 - iv) policy and planning
 - v) staffing
- c) examining, comparing and assessing the management 'styles' or environments of the institutions examined and the impact of these 'styles' on the decision making processes.
- d) by developing and describing a model for decision making in university libraries generally, based on the decision-making processes assessed as 'effective' in the libraries studied.

6. METHODOLOGY

By January 1982 twelve university libraries, six in Britain and six in Canada were selected for study. The choice, based on statistical information, pertaining to size of collection, budget, size of staff, included small, medium sized and large libraries in each country. These libraries ranged in size from less than 400,000 volumes and less than 50 staff members in the smallest, to over 2 million volumes and over 350 staff members in the largest. Location was also considered a factor, particularly in Canada, where the researcher attempted to choose libraries in the western, central and eastern provinces. Because of the data required, only libraries where the chief librarian had been in his or her position for at least two years were included. This proved somewhat difficult in Canada where changes in several top administrative jobs were taking place. In the event that some chief librarians would refuse to participate, a small number of additional libraries were selected as alternative choices. (This occurred in one instance only). The list of participating libraries appears in Appendix D.

In phase I of the study data were gathered during a visit to each library and an interview with the chief librarian (or his/her designate). At least two months prior to the planned visit, each administrator was contacted by letter, which outlined the project and asked for agreement to participate (see Appendix B). A letter of introduction from the Acting Chief Librarian, David G. Esplin, accompanied this request.

Approval from the University of Toronto Office of Research Administration of the protocol to be followed in the use of human subjects was received on March 22nd, 1982.

Upon receiving a positive response from each chief librarian, a second letter was sent with attached guidelines to be used as preparation for the on-site visit. These included an outline of what information was needed pertaining to the institution, an interview schedule and a formal consent form, two copies to be signed by both the investigator and the participant. (see Appendix C - 3 pages). A guarantee for anonymity and confidentiality was built into the design of the project.

Institutional data were assembled and interviews completed in all twelve libraries. (The dates of the scheduled visits are listed in Appendix D). Eleven chief librarians and one deputy chief librarian were interviewed, the sessions lasting for one and a half to two hours each. In two libraries, short interviews with other senior managers also took place.

At the end of Phase I, an interim report was prepared by the researcher which described the methodology used and included a fairly detailed analysis of the findings. Copies of this report were sent to each of the twelve participating chief librarians, asking for comments and suggestions for further research to be undertaken in Phase 2. Several responses were received which were of assistance in planning the focus of Phase 2 of the project.

During Phase 2 (1983) further data were sought from personnel in the twelve libraries, using the interview process or mailed questionnaires.

Permission was sought from each chief librarian to, either interview (Appendix E) two librarians or send a questionnaire (Appendix F) to four individuals in each institution, the chief librarian selecting the candidates. In each of the twelve institutions, questionnaires were sent to two members of the University Library Committee with an accompanying explanatory letter (Appendix G). After seeking agreement (Appendix H) interviews with two professional librarians took place in one British library and three Canadian libraries. Questionnaires were sent to two professional librarians in each of the remaining five British libraries and three Canadian libraries. (Appendix I). The questions asked in the questionnaires were based on the questions used during the interview process. Of the twenty-four questionnaires sent to members of the university library committees, twelve were returned, six from four British universities, and six from four Canadian universities. Of the twenty-four questionnaires (including eight interviews) administered to professional librarians, seventeen responses were received, seven from four British libraries and ten from five Canadian libraries. All the responses were suitable for analysis.

7. LIMITATIONS AND ASSUMPTIONS

The findings of the study are primarily descriptive in nature. In the desire to conduct the research at a relatively practical level the investigator has allowed considerable freedom on the part of the participants to choose and describe the examples of decisions as well as to describe the use of committees and other groups from his or her own vantage point. Wherever possible, therefore, the investigator will endeavour to point out perceptions, as opposed to facts, in the findings which follow.

Because of the informality of the interview process (deliberately built into the research design of the first phase) some unevenness in the assembled data has occurred. To some extent this was remedied through 'verifying' data collected during phase 2. Similarly some information found to be lacking after the analysis in phase 1, was sought and supplied.

Since the primary thrust of the study is to identify and describe decision making processes and because limited time and resources restricted an 'in-depth' investigation by the researcher during the second phase, only 'tentative' conclusions may be drawn as to the 'effectiveness' level of such processes. While some indication as to the successful methods and/or outcomes of the processes may have emerged during the interviews or from the questionnaires, any assessment must remain limited because of the small number of participating personnel and the lack of sophisticated measurement techniques.

8. FINDINGS

Background

Academic libraries in both countries have suffered major reductions in their budgets in recent years. The situation in Britain where the University Grants Committee, responsible for allocating government funds to universities, hopes to reduce spending by 10-15% by 1983-84, is particularly severe. Budget reductions in Canada vary somewhat from province to province, but all library administrators are increasingly feeling the pinch. Libraries in both countries have been under considerable pressure to maintain the acquisitions budget at an adequate level and hence reductions in staffing and services have been inevitable in most cases. One British librarian notes in his annual report for 1980-81 that, as the library is down to a basic service, further cuts will only mean what is done will be done worse or more slowly. That particular library faced an actual cut of 15% in staff numbers in 1982. Acquisitions have by no means escaped the axe. Anticipating a heavy cut in the following year, a large British university library ceased purchasing from early May to leave a sum of money to carry forward as a cushion. In another British library a saving of £20,000 was proposed in 1982-83 through cancellation of periodicals subscriptions. In a large Canadian library where collection as well as staff cuts were proposed in 1981-82, faculty concern led to some relief for acquisitions but nineteen staff positions still had to be sacrificed.

The impact of reduced funding on staffing has created considerable tension among personnel in the libraries of both countries. The closing or reducing of services in branch libraries have occurred in several institutions. Transfers of staff members have been necessary in some cases to bring the staffing complement to an adequate level in 'vital' areas. This has affected even those in senior positions where dual responsibilities have been assigned in the event of a vacancy due to retirement, resignation or transfer. At least two chief librarians (both British) mentioned the capable and creative attitude shown by individual staff members in coping with these challenges. In spite of union constraints, British libraries have been successful in implementing "transfers" at the support staff level.

Tensions between the libraries and their users are also aggravated by reduced funding. From the seventeen responses (to questionnaires or interview questions) received by the researcher from professional librarians in nine institutions, eleven cited situations occurring during the past year in which a decision was taken on a major library issue that met with disapproval or adverse reaction. Four of these decisions were taken because of lack of funding. Other reasons cited for the adverse reaction were inadequate rationale for the decisions, lack of sufficient information and lack of adequate communication. The situation was similar in both countries. On a less negative note, however, the majority of the professional librarian respondents (twelve of the nineteen) answered positively to the question "Do you feel the concerns and needs of library users during the past year have been adequately addressed (with due regard for the objectives of the library and its present level of funding)."

Automation and related developments were taking place in all twelve libraries visited. Three libraries (two in Britain, one in Canada) were introducing new issue (circulation) systems; in all three cases the existing automated systems were outdated and/or inadequate. New cataloguing and acquisitions systems were already in place or in the developmental stages in two libraries. Comprehensive systems encompassing all 'housekeeping' operations have been fully implemented in two libraries (one in Canada, one in Britain, and in 1982 partially implemented in two libraries (one in Canada, one in Britain), and still at the proposal stage in one British library. One British library and one Canadian library are in the throes of introducing COM catalogues to their readers. On-line public catalogues are now in place in two libraries and imminent in a third (all Canadian)

a) The Library in the University

The organizational structure of universities in Britain differs somewhat from the one found in Canadian universities. A Vice-Chancellor (President or Principal in Canada) and one or two Pro-Vice Chancellors comprise the top administrative levels of the British institutions studied, with the librarian in most cases reporting directly to the Vice-Chancellor. The Canadian universities, except for the two smallest institutions studied, include at least three - in two cases, four - vice presidents in their managerial structure, usually administering the academic; resources (or financial); research; health sciences; and academic services sectors of the university. The chief librarian reports to the Vice President, Academic in four universities; to the Vice-President for Services in one; and to an Assistant Vice-President for Academic Services in one. In three instances, Canadian chief librarians indicate that the reporting structure is informal and flexible enough to allow them direct access to the President if necessary and that, in fact, this route is frequently followed on matters of critical or far-reaching concern

Universities in both countries appoint bodies to govern their finances. While, traditionally in Britain this is either the Council or Court, three chief librarians indicated that smaller administrative groups (e.g. Committee of Deans or Planning Committee of Senate) make the specific decisions relating to allocation of funds. Four of the Canadian universities were cited as having executive budget committees, usually small and specialized in membership and separate from the Deans and Directors councils.

Chief librarians reported dealing with other university committees concerned with decision making in the area of computer services and/or equipment - two in Britain, three in Canada (all with library staff representatives on the committee). They also noted their own ex-officio membership on Senate and various faculty boards and curriculum committees (both countries).

TABLE 1. UNIVERSITY LIBRARY COMMITTEES

STRUCTURE, MEMBERSHIP & TERMS OF REFERENCE	BRITISH UNIVERSITIES (n = 6)	CANADIAN UNIVERSITIES (n = 6)
1. The Committee is responsible to:		
a) Senate (or equivalent academic group)...	4	5
b) Others	2 (autonomous bodies given authority for library governance)	1 (advises the President)
2. Memberships		
a) University Administrative Officers	5	5
b) Faculty Members	6	6
c) Students	4	4
d) Chief Librarian	6	6
e) Other library staff	4	2
f) Other	4	2
3. Terms of Reference and Level of Responsibility*		
a) Policy and Planning, including Automation Developments	6	5
Executive	5	2
Advisory	1	3
Informed		
b) Budget (Books & Salaries)	6	6
Executive	5	2
Advisory	1	4
Informed		
c) Administration (Operational Procedures)	6	5
Executive		
Advisory	3	2
Informed	3	3
d) Staffing (Appointments & Deployment)	1	2
Executive		
Advisory		1
Informed	1	1

* Level of Responsibility - Definitions:

Executive: Approves as final authority and/or makes recommendations which may be subject to ratification by higher authority

Advisory: is consulted for discussion, advice and recommendations (which may be taken or not)

Informed: is told of library developments (no decision making input)

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i) University Library Committee

The findings in this section are based on the twelve answered questionnaires received from university library committee members in four British universities and four Canadian universities, as well as information received through interviews with the chief librarians in all twelve institutions and accompanying written documentation.

In most universities in both countries, the most important group concerned with the library is the university library committee. It constitutes essentially the interface between the university as a whole and the library, and in the running of the library may play a role somewhere between an advisory and executive. In concerning itself more with what should be done rather than how it should be done, i.e. policy making, it reflects consumer attitudes in varying degrees and as a pressure group within the university is potentially powerful. In both countries the majority of the members on these committees are teaching staff (some with administrative responsibilities in the university), although membership has been extended to the student and even library staff sectors.

The university library committee (ULC) is, to a large extent, a reflection of the management style of the university as a whole. Generally speaking, the library committees of the British institutions play a more dominant managerial role than their Canadian counterparts. In fact in two of the British institutions studied, the university library committees are appointed by the university to be responsible in a formal and executive sense, for the governance or "superintendence" of the library. In each case, the chief librarian serves as secretary to the committee.

Two British chief librarians, in describing themselves and their academic colleagues as amateurs (in the management sense), noted that there was still a strong feeling that universities should be essentially run by scholars. Another concurred that British libraries are less management oriented than their American counterparts, but felt the library should always be linked firmly to the academic sector where, he stated, "the library does matter".

In Canada, a developing concern for managerial effectiveness has placed a higher premium on administrative skills in all sectors of the university, including the library. The Canadian chief librarians described their university library committees as having a more restricted role in the running of the libraries. In some cases the stated terms of reference were careful to define these limitations:

Chief Librarians in both countries, however, expressed concern about the political 'clout' of their library committees. Nowhere is this more important than in finding support for funding, especially in the present climate of restraint. It must be stated, however, that, for all the efforts of the chief librarian, to present his case reasonably and confidently with due regard for the benefits to users, as well as the specific and timely environmental factors involved, the ultimate success in obtaining funds will depend very much on how much power and influence resides in the ULC. Members of the University Library Committees in one British and two Canadian libraries indicated that while the Committee's role was major in decision making for the library, the allocation of funds to the library was really determined by the University's budget process, outside the terms of reference of the committee. Some chief librarians interviewed for this project, have perceived and used alternative routes for promoting their library's services. Canadian librarians in particular have become fairly skillful in pursuing other avenues open to them. It is difficult to generalize about these, although some specific examples appear in Section d.

An examination of Table 1 reveals some comparisons of the structure and membership of university library committees in both countries. In most cases the committee reports to the senate (or a sub-committee thereof) or to another major academic body in the university (in one instance an "Academic Council", in another a "General Faculties Council".) In most cases it makes regular reports to its sponsoring body, usually the Senate, and/or forwards specific recommendations for approval and implementation. In the two British libraries with autonomous "governing" committees, one is subject to the authority of the council; the other, established by statute, is comprised of members determined by the 'court', the university's governing body.

Membership varies somewhat in size, with larger committees prevalent in Britain, ranging from twelve to twenty-six members, and in Canada, membership ranging from eight to fourteen. The constituencies represented are similar in both countries.

In ten out of the twelve committees, one or more university officers attend meetings as ex-officio members. In all cases these include the officer to whom the chief librarian reports. Faculty members make up the majority of the membership in all twelve committees. In the case of five of the British committees and two Canadian, the majority of this constituency is chosen or elected by the senate (or equivalent academic body). In two instances, (one British and one Canadian) the academic members are chosen to represent the various teaching faculties or schools; and in two Canadian situations representatives from faculty users' (or area advisory) committees make up the academic membership on the ULC. In all the British universities, a small number of committee members are chosen by the council or court.

Student representation occurs in five British universities and four Canadian. The proportion of student membership is small (1 - 3 members) except in one Canadian university where four members of a ten-member committee are students. In the twelve responses from members of the university library committees six (three from two British institutions and three from two Canadian institutions) indicated that there were student members on the committee. All indicated that as primary users of the library their presence was beneficial. In one Canadian institution it was noted the student members rarely attended; in fact one respondent from that institution was not aware there were student members. While three responses from one British and one Canadian institution indicated no student membership and that other satisfactory mechanisms for input to library matters were available, one respondent from a British institution felt students should be represented on the university library committee. The majority of the respondents, including the chief librarians supported the presence of student members on the university library committee. Moreover all agreed that if this was not the proper place, some other formal means for obtaining student input was important. These are discussed in the next section.

The chief librarian serves on the committee in all cases, in most cases an an ex-officio member, or as secretary (two in Britain) and is usually responsible for preparing agendas. Other library staff members sit on four British and two Canadian committees. Two deputy librarians serve as ex-officio members (both in Britain) the other librarians (ranging from one to four in number) are elected by their peers or by a library staff committee, in each of the six universities. The role of library staff members on the University Library Committee is seen somewhat differently in the two countries. In keeping with the emphasis on the managerial and 'democratic' role of university committees, professional librarians in the British libraries who serve on the University Library Committees (in four of the six instances) appear to see themselves very much as 'academic colleagues' with the faculty and operate that way. They serve on sub-committees, raise issues of concern and bring personal as well as library viewpoints to the meetings. In the two British libraries where only the chief librarian serves on the committee, there was an expressed feeling from at least one professional librarian questioned that there ought to be representation from the rest of the professional staff in order to bring a wider and more informed viewpoint. While some chief librarians may feel uneasy about the presence of their junior staff at committee meetings, there is no evidence to suggest that the "lower orders may stage a rebellion against the chief librarian at the Library Committee." (Peter Durey, Staff Management in University and College Libraries, p. 30)

In the Canadian libraries where library staff are represented on the ULC in only two instances, there appeared to be no wide-spread opposition to the exclusion of this constituency. Whether this is partly due to the fact that the ULC is not perceived as a major decision making body, particularly in matters of allocation of funds or even policy making, is difficult to determine. Librarians may be satisfied with the present situation because of their opportunities for participation on various users, selection and area advisory committees, which are discussed later in this section. In four libraries, the chief librarians, in their 'managerial' roles, are left to present the library viewpoint for the most part, although in a couple of instances other senior library staff may attend meetings to provide additional information on issues that are raised. It should be noted that in one Canadian library, librarians do see a need for more input at the ULC level into book selection matters.

The University Library Committee members questioned in both countries felt that the various viewpoints of the university community were adequately represented. Only two indicated that some members did not always consult enough in their constituencies. All respondents felt they themselves were given sufficient information in order to contribute to the deliberations and decision making of the committee. While most felt their fellow members had enough background information about the issues being discussed, three respondents (one British, two Canadian) felt some members (in one instance, the student members) were not sufficiently informed, either because they did not appear interested, or because they lacked the necessary detailed knowledge of library operations. It is quite evident from those surveyed, that the chief librarians were not the sole transmitters of information about the library to committee members. Respondents from all libraries indicated they received reports from several groups, both internal library groups and other university groups dealing with the library, such as user or faculty committees. The subject matter of these reports ranged from the introduction of computerized techniques to various library functions, the inadequacy of certain subject collections, to complaints from users about services. Faculty members' involvement in library matters outside of regular Committee meetings was minimal in most libraries. Only one British faculty member, who was also chairman of the Committee, claimed he was consulted "fairly frequently."

A detailed discussion of actual decisions taken on budget, policy and operational matters appears in Section C. What follows here are some general observations about the overall role and terms of reference assigned to these committees. While terms of reference are clearly stated in most cases, what actually happens in practice may not always reflect the written word. The particular make-up of the committee; the presence of influential and/or vocal members; the persuasive powers of the chief librarian; the perceived power of the committee in the political environment; - all these are contributing factors to the operation of the committee. Also, while some terms of reference appear to be quite definitive :

"empowered to allocate and spend at their discretion all funds..."
"responsibility for the general maintenance of the library building...
and all expenditure in connection therewith..."
"prepare financial estimates...to transmit them to the senate."
"recommend the appointment of authorized senior library staff."

others leave some matters open to interpretation :

"to establish priorities and policy for the...library system. To the extent that procedures are perceived to be counter to established policy than procedures become a matter for the committee"

"to advise the chief librarian in all matters of policy relating to the university library system which are of academic significance"

" to give advice and consent on matters of broad fiscal policy..."

In one instance a chief librarian indicated the terms of reference were not specified and that he really would not want them to be. Generally speaking chief librarians appear to keep their committees well informed about new developments and changes in the library and approach them for advice on major issues of policy relating to areas of book selection, cataloguing, and services to readers, as well as fulfilling the specifics stated in the formalized mandates.

Referring again to Table 1, one can determine the level of decision making responsibility (executive, advisory, informational : for definition see Table 1 bottom left) for different kinds of issues undertaken by the committees in both countries. In budget matters, five British committees have the responsibility to approve annually the allocation of funds. While in fact the chief librarian (in consultation with senior library staff) will prepare the budget and will propose the distribution of funds including those for books, binding, equipment, salaries (and the deployment of staff) this decision will be presented to the committee for discussion and approval. Some chief librarians report lengthy debates and subsequent changes to the initial proposal; others indicate a 'rubberstamp' approval or at the most minor changes. In one case, where the ULC acts as a 'governing' body, the chairman of the committee also participates in the actual preparation of the budget. It should be noted, however, that although the five committees play essentially an "executive" role, in budget matters, respondents from one library indicated committee approval was subject to ratification by the senate; furthermore an answer from another institution indicated a further constraint in that all major financial decisions in the university were made by a small top-level university committee. In the sixth British library the operational budget (salaries, equipment etc.) is not generally discussed in the Committee and in deciding the allocation of funds for books and material the Committee performs an advisory role. Five of the six responses from the British institutions indicated that the present climate of financial constraint has played a large part in the committees' decisions on library issues during the past year.

In the Canadian situation, four out of the six committees appear to be chiefly advisory, rather than executive in budget matters. The ultimate responsibility for the allocation of funds rests with the chief librarian contingent upon the approval of the appropriate administrative office of the university. Some respondents felt that even the Committee's advice was not always sought, depending on the situation. In the remaining two libraries, one committee played an 'executive' role by approving the budget, subject to ratification by the university administration; in the other, the ULC still retains, as its only function, the authority to allocate the book budget.

In five out of the six British universities, major issues of policy and planning must have the formal approval of the ULC, subject to ratification by the Senate where appropriate. The most frequently cited examples of recent policy or planning issues relate to the introduction of automation. Other examples include lending and access policies, and library hours. In the sixth British institution, the chief librarian indicated that the committee is consulted on such matters but that its decision making role would be minor.

Only two of the Canadian Library committees specify 'executive' power in this respect and in three their role is considered chiefly advisory. (The sixth committee has no jurisdiction in this area). In the five libraries however, there are instances where the committee's approval or 'blessing' is seen as necessary. Examples of recent policy issues brought before the committees include automation, lending policies, library hours, changes in library services, and acquisition policies or adequacy in specific or language areas.

Where policy matters spill over in operational procedures, the pattern of authority shifts considerably. Even in the British universities major issues relating to internal library procedures, organization of departments and maintenance of rules and regulations are transmitted to the library committees for information only in three cases. Even in the other three universities where the committee is chiefly advisory on such matters, respondents to the questionnaire indicated that this role was dependent on the situation - some issues could be dealt with satisfactorily by the chief librarian alone as part of the daily library routine. The Canadian university responses reflected a very similar pattern with perhaps even less committee involvement in an advisory capacity.

Information on ULC involvement in matters relating to staffing was not obtained in three cases. In a fourth library (Canadian) the committee had no jurisdiction in this area. Of the remaining eight libraries, only two responses indicated the committee was informed of staffing matters pertaining to appointments and/or promotions (and not in all cases). It seems that this kind of decision making is left to the library and the committee would not even be informed. It is interesting to note, however, that in one questionnaire response an ULC member was serving on a university search committee for a new chief librarian which also included library staff and student members. The distribution of staff is occasionally discussed in connection with budget matters, particularly where cuts in funding necessitate reduction or cancellation of staff positions, which might result in the closing of branch or departmental libraries.

These latter decisions would then require the committee to act in an advisory or executive role, as appropriate.

It should also be noted that the chief librarians in both countries play a key role in determining the committees' deliberations and courses of action. Agendas are prepared in most cases by the chief librarian; budget preparation and information is the responsibility of the chief librarian's office; reports to the committee on operational changes, technological developments and minor policy and procedural matters are made at the discretion of the chief librarian. Whether executive or advisory or both, the effectiveness of the committee's decision and/or advice will depend to a large extent on the quantitative and qualitative input of the chief librarian.

Respondents from four British universities listed subcommittees of the ULC. In one institution two sub-committees deal with two faculty libraries, a third, with matters concerning periodicals. In addition, a consultative committee of 40-50 members deals with all sorts of user complaints and suggestions, passing on regular reports to the executive or parent committee. In two other British universities, standing committees deal with budget, staff, monograph and journal acquisitions and automation of library processes. In one university, membership of these sub-committees includes library staff members. In the fourth British example, a library staff sub-committee comprised of all senior librarians and Principal Library Assistants, reviews all matters affecting the running of the library and advises and submits proposals and library financial estimates to the parent ULC. Since this committee is essentially an internal library committee, it will be discussed further in Section Bii. It is interesting to note here however, that this formal link between the senior staff of the library and the university committee creates a mechanism which ensures wide-ranging library input into the senate committee's agendas and deliberations.

Strictly speaking, the groups listed by Canadian respondents from three institutions are not sub-committees appointed by the ULC, but in fact report to them regularly. These are area advisory or user committees which are discussed in detail in the following section

In summary, it appears that British university library committees play a greater role in decision making than do their Canadian counterparts, perhaps reflecting a more general practice in Britain that "committees are the main and essential decision-making bodies in universities" (Peter Durey, Staff Management in University and College Libraries. 28). The six British respondents, representing four institutions all felt that the ULC's terms of reference and method of operation allowed it to fulfill its role as the major university decision making body for the university and that this perception was also shared by the university community. ULC respondents for the four Canadian libraries felt somewhat differently. Although their role was more advisory, rather than executive, most felt their committees' terms of reference and method of operation still allowed them to act as major university decision making bodies for the libraries. As far as allocation of funds and policy or planning issues were concerned, however, most respondents indicated that they were not perceived by the university community as major decision makers. It was felt that decisions on these matters were more often made in the library (some in consultation with the university administration) and/or dictated by the university's budget process.

ii. Other Library Committees in the University

Other than the sub-committees of the ULC discussed above, interviews with the Chief Librarians and responses from other ULC members in eight universities revealed that one British and four Canadian institutions had additional committees at the university level dealing with some aspect of the library operation. Apart from one committee cited which is a search committee for a senior library staff position, these committees could be called "consumer-related" in the sense that matters discussed focus on the concerns and needs of users.

In all five universities, committees exist which represent individual faculties or broader subject areas. These include Arts, Social Sciences, Medicine, Law, Life Sciences, Physical Sciences, Engineering, Education, and Undergraduate Services. Faculty members and students as well as faculty, area or subject librarians comprise the membership in most cases. The mandates of these committees vary somewhat from institution to institution, but will focus on matters of policies, services to users, collections and allocation of funds. In the British example, each of the four faculty library committees are comprised of 'departmental' bookmen (faculty liaison with the library who keep track of acquisitions expenditures in each faculty), a student representative, the Dean, the Chief Librarian and other appropriate library staff members. Discussion and subsequent decision making will often focus on fairly detailed matters relating to book and periodical purchases. In two of the Canadian universities, the 'users' or 'area advisory' committees deal only broadly with issues relating to collections or book purchases, while in a third the committees deal more specifically with the allocation of book funds in their particular area. No detailed information is available on the faculty committee in a fourth Canadian university. In the first three Canadian instances these committees are seen as useful for discussing library policy and operations at the more practical level with library users, for receiving complaints and suggestions and for informing the library's clientele of impending changes or new developments. In two of the Canadian examples, the chairmen from each of the users' committees have membership on the University Library Committee, thus providing a mechanism for representative user input.

In one of these universities a second member from each user committee also sits on the ULC. The establishment of users or advisory committees, particularly in very large institutions, has become fairly common practice in North American academic libraries and seems to contribute to the efforts of the library in measuring its effectiveness as a component in the academic process. It also allows fruitful dialogue between faculty members, students and librarians at the working level, frequently leading to the solution of problems in a more informal and expedient manner.

While most of the university library committees have made provision for student membership, one British university has established, as an alternative, a Library Staff/Student Committee. Comprised of four librarians (including the chief librarian and the deputy) and six students, representing each faculty, the committee meets once a term to discuss library issues of concern to students. The students, while using the committee as a vehicle for registering complaints, requesting additional services, or making suggestions for improved services, are frequently consulted for advice on such matters as lending policy, noise control and book defacement and mutilation.

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A similar student library advisory committee exists in one Canadian university, comprised of students and some library staff; it meets on an informal basis.

b) The Library's Administrative Structure

The decision making processes that exist within the library will be influenced to a great extent by the organization structure. In each of the academic libraries studied, this structure may be described as essentially hierarchical in the traditional sense. This does not rule out a parallel committee structure which allows the professional staff and other senior library staff, either as a group or as individuals in small groups, to contribute to the management of the library. The type of committees which exist and its level of decision making responsibility will be discussed later in this section. The findings in this section are based on seventeen interviews and answered questionnaires received from professional librarians in four British libraries and five Canadian libraries, as well as information received through interviews with the chief librarians in all twelve institutions and accompanying written documentation.

It would be difficult here to compare in detail the organizational structures of the twelve libraries, because of the many variations which exist, some quite complex in their arrangement. With respect to decision making such a detailed comparison would not prove fruitful. Some general observations can be made, however, to indicate the relative levels of authority which exist. The position of Deputy Librarian (so named specifically) exists in five of the British libraries and in one Canadian. Similar roles, however, are assumed in two additional Canadian libraries by the "Assistant Director" and in the other case by an "Associate Librarian", who, in both cases are given typical 'deputy' responsibilities (i.e. acting in the chief librarian's absence, being in charge of the day to day operation of the library etc.) Moreover, in one British library, two 'deputy' positions exist, in many respects more akin to the "Associate Librarian" position prevalent in Canadian libraries, each with responsibility for one specific area of the library. Associate librarians and their near equivalents in the British libraries are responsible for such large groupings as Technical Services, Reader Services, Acquisitions, Systems Development and Special Collections in the functionally organized libraries. In libraries organized either fully or partially by subject division, 'area' librarians or subject specialists, sometimes at the associate (or sub) librarian level, sometimes at the department head (assistant librarian) level, administer broad subject areas, reading rooms, or physically separate branches. Examples include Science and Engineering, Social Sciences, Language and Literature, Education, Law, Medicine, Music, Divinity and Undergraduate Services.

If one were to categorize the twelve libraries in the terms of their organizational structure, four would be classified as "functional", three as "subject divisional" and five as "mixed", i.e. with characteristics of both arrangements (for a further breakdown of categories see an article by P.A. Woodhead and J.V. Martin "Subject Specialization in British University Libraries ; a survey ". In the Journal of Librarianship , v. 14 (2), April 1982, p. 93-108)

While in the traditional pyramidal shape three or four management levels exist in most of the libraries, i.e. chief librarian, deputy librarian, associate (or sub) librarians and department heads (assistant librarians), various means have been tried to break down the rigidity and bureaucracy of the vertical structure in order to achieve a more responsive, informed and involved library staff. Some of these experiments and their particular relevance to the decision making process are described in the following paragraphs.

1) Role of Senior Managers and Senior Staff in Decision Making

The senior managers in a library system, as defined in this study, include the chief librarian, the deputy librarian, the associate or sub-librarians, and as found frequently in the Canadian libraries, staff officers, (e.g. Systems Librarian, Personnel Librarian, Business Officer, Director of Administrative Services). As shown in Table 2, senior managers meet on a regular basis as a formal group in six libraries. Similarly, formal and regular meetings of a larger management group, including both the senior managers and department or unit heads, occur in five libraries. It should be noted here that frequent and informal meetings between chief librarians and members of their senior staff take place, either in addition to the group meetings or instead of them, and form an integral part of the decision making process. It is likely that this more informal and one-to-one approach is followed exclusively in some of the British libraries, where in three instances, large library-wide staff committees or councils, comprised of representatives from the various levels in the organization seem to obviate the need for a formal senior group. More will be said about these councils in the following section. There is no question that senior staff groups play an extremely important role in the decision-making structure within the library. It is here, as some library staff members might cynically or suspiciously remark, that the real decisions are made. Most of the groups (except the very large ones) operate in a fairly 'loose' way, seldom are votes taken, consensus being the usual way of arriving at a decision (described by one chief librarian as "things taking care of themselves.. decisions come out of circumstances.")

From the chief librarians' assessments of the role of these senior managerial groups and from two answered questionnaires and four interviews with professional librarians at the managerial level concerning the operation of these groups, there appears to be general agreement that they perform an 'executive' or problem-solving function most of the time. Advice will be sought and major decisions taken on policy, budget, libraries services and programmes, library buildings and physical facilities, personnel and library automation. In some cases, mere exchange of information will constitute the major portion of the agenda. Except in the larger groups minutes or 'notes' and agendas are kept to a minimum, or are non-existent.

TABLE 2. SENIOR STAFF GROUPS (FORMAL)

1. Senior Managers	British libraries n = 2	Canadian libraries n = 4
Size of group:		
1-8	2	3
8+		1
Meetings:		
weekly	1	
every 2 weeks		3
every 3 or 4 weeks	1	
irregular		1
2. Senior Staff (Senior Managers and Department Heads)	British libraries n = 2	Canadian libraries n = 3
Size of Group:		
1-8		1
8+	2	2
Meetings:		
weekly		
every 2 weeks		2
every 3 or 4 weeks	1	1
other	1 (twice a term)	

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In the two British libraries with large senior staff groups, a meeting will frequently focus on matters either arising from or being prepared for a meeting of the University Library Committee. In this way, library staff are kept up to date and well informed of developments and major issues being decided for the library and are also given an opportunity to provide information (frequently to submit reports) for the ULC's deliberations.

Interviews with senior managerial librarians were completed in one British Library and three Canadian Libraries. Questionnaires were completed by three managerial librarians in two British Libraries, and by two managerial librarians in two Canadian Libraries. Out of a total of nine responses from senior librarians, (representing eight libraries) seven were involved 'frequently' with budget (salaries) matters; six 'frequently' with budget (books); seven 'frequently' with automation issues; seven 'frequently' with policy matters; seven 'frequently' with programmes and services; seven 'frequently' with staffing matters, and eight 'frequently' with operational matters. Although this frequent involvement may happen through individual consultation in the British libraries, rather than through managerial groups, the level of responsibility remains much the same in the libraries of both countries.

Because of the small sample of staff members participating in this project, it is not possible to determine library staff member's perceptions of senior staff groups or their 'modus operandi'. In two instances, however, the chief librarians indicated some unhappiness or suspicion on the part of staff (e.g. a complaint about no minutes; the group, referred to as "them" did not really represent all sectors of the library). From the interviews and questionnaires analyzed, four out of eight 'non-managerial' librarians ventured the following opinions about the management style of senior staff : autocratic, therefore not conducive to staff involvement or creativity; chief librarian not visible enough and some department heads not communicative enough; senior staff did not communicate with staff, no vertical communication. On the other hand an equal number felt their own department heads kept them well informed, operated in a 'democratic' fashion and encouraged input and created a climate of trust and delegated responsibility.

ii) Library Groups : Their Decision Making Roles

As well as those in management positions, some staff members from all levels are involved in group decision making in all the libraries studied. Table 3 shows the various categories of groups which exist and the number of libraries in which each type occurs. In some cases it was difficult to distinguish between a standing committee and task force. Generally speaking, the latter tends to be short-lived and given a specific task to perform. In some cases, however, standing committees carry out such a role if the problem falls within their terms of reference. Information on membership was not always available and thus comparison is not possible in this respect. For the most part, membership on standing committees and task forces is comprised of professional librarians and, on occasion, other personnel with subject expertise or managerial responsibility. In the sections in Table 3 under the heading 'decision making role' three possible levels of responsibility appear : executive or problem solving; advisory; and informed. (definitions appear at the bottom of Table 3).

TABLE 3. LIBRARY GROUPS

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1. Library Councils (librarians and support staff)	British libraries n = 3	Canadian libraries n = 2	
Subcommittees	3	2	
Elected members	2	1	
Decision Making Role:			
- Executive	1	1	
- Advisory	2	1	
- Informed			
2. Support Staff Council	British libraries n = 1	Canadian libraries n = 1	
Decision Making Role:			
- Problem Solving		1	
- Advisory	1		
- Informed			
3. Standing Committees (of Council, or appointed by Chief Lib)	British libraries n = 3	Canadian libraries n = 4	Examples:
Decision Making Role:			Resources (Budget) Bibliographic Control
- Problem Solving	3	4	Automation/Systems Interlibrary Loan
- Advisory			Housekeeping Library Instruction
- Informed			Binding On-line Retrieval
			Cataloguing
			Safety & Fire
			Emergency Planning
			Serials
			Collections
4. Task Forces/Working Parties (of Council, or appointed by Chief Lib)	British libraries n = 5	Canadian libraries n = 5	Examples:
Decision Making Role:			Automation Projects
- Problem Solving	5	5	Theses Identification Cards
- Advisory			Microforms COM Planning
- Informed			Sign Posting Photocopy
			Information Desk Staff Orientation
			Stationery COM User Orientation
			Single Sequence Performance Evaluation
			Statistics
			Services to External Users
			Future of Card Catalogue
5. Area/Dept./Branch Groups (formal groups with regular meetings)	British libraries n = 3	Canadian libraries n = 3	Examples
Decision Making Role:			Reader Services
- Problem Solving	2	1	Medical Library
- Advisory	1	2	Humanities
- Informed			Sciences and Engineering
			Undergraduate
			Arts and Social Sciences

Decision Making Role: Definitions:

Executive: Makes recommendations which may be subject to ratification by higher authority and/or may carry authority for implementation

Problem Solving: works out solutions and procedures for specific problems and makes recommendations

Advisory: discusses issues of concern; gives advice (which may be taken or not)

Informed: is told of developments (no decision making input)

The numbers indicate the number of libraries in which the committee operates at that level (problem-solvers, or advisory, etc.) most of the time. That is not to say that a committee operating primarily at the advisory level, does not also make 'executive' decisions or receive information in the course of its operations. The term "problem-solving" has been introduced instead of "executive" for standing committees and task forces to indicate that while decisions may actually be made at this level and subsequent action taken, they relate very much to a specific area of operation and are, in most cases, subject to external influences such as the availability of resources, both money and personnel; political implications, if any, and user acceptance. In this sense, from a library-wide point of view, task forces do not assume the ultimate authority for decisions.

Library Councils (actual terms used include Library Staff Committee, Departmental Committee, Library Staff Sub-Committee, as well as Library Council) are found in three British and two Canadian universities. The membership is large in all cases, ranging from approximately twenty members in the smallest library to sixty in one of the largest. In four of the five councils, all librarians are included in the membership; in two of those four councils senior support staff usually with managerial responsibility also have automatic membership. In the other two, representatives of the support staff are elected. In the fifth library with a council, members are either ex-officio (e.g. staff officers, area librarians) or elected from both librarian and support staff constituencies.

In two cases (one British, one Canadian) the library council is established by the university senate or equivalent academic body and in one instance is actually named a sub-committee of the university library committee. This formal recognition by the university appears to enhance the council's role in the decision making which, in both cases, may be described as "executive" or "problem-solving". Two members in the British example of this ULC appointed Library council indicated that the role of the committee was 'advisory' in many instances, perhaps reflecting the recognition that the final authority for some decisions rests with the body to which it reports. They constitute examples in this study closest to the definition of a Library Faculty Council with the chief librarian as Dean outlined in Peter Durey, Staff Management in University and College Libraries, p. 56. These two councils are charged in their terms of reference to "initiate recommendations for transmittal to the library committee"; "take responsibility for matters assigned to it by the Library Committee or the chief librarian"; "submit proposals to the Library Committee" and "recommend financial estimates for the library to the Library Committee". Each council sends elected members to the university library committee.

In the other two British libraries, the library councils are modelled along the equivalent bodies found in the university academic departments and, while theoretically they should have a say in policy decisions, are essentially advisory to the chief librarian. In one Canadian library the library council deals mainly with general 'housekeeping' issues and is also seen primarily as an advisory body. In the latter instance, standing committees of the council deal with continuing education and personnel matters. In one of the British examples, although the council's overall role is basically advisory, two standing sub-committees on automation and resources, both chaired by the chief librarian, operate primarily at the problem solving level.

The idea of a library council, whether given decision making powers or not, is seen as an effective forum for wide-ranging discussions of library matters of particular concern to librarians and senior support staff, as well as a vehicle for the exchange of information. A topic which engenders much discussion in the British Library Councils studied in this project is the recent crisis in finance and staffing. The council is used as a means of getting budget information to staff as well as seeking their advice and support.

It is noted that in the two British libraries with 'governing' university library committees no internal library councils exist. One might conclude that the presence of a university body with executive responsibility for both policy and administrative decisions in the library obviates the need for an internal council whose jurisdiction might overlap in some areas. Moreover, in one of these instances (as mentioned above in section a), library staff, other than the chief librarian, serve as members of the standing sub-committees of the University Library Committee.

In conclusion, it appears that library councils play a more influential decision making role in the British libraries studied where, particularly in the libraries in which they are established, chief librarians feel that it is important to provide opportunities for 'democratic' participation in the affairs of the organization. The Canadian chief librarians interviewed for this project seemed to place more emphasis on developing the managerial and problem-solving skills of their senior staff and librarians, encouraging participation in smaller committees or task forces.

Support Staff Councils, groups comprised of non-librarian staff exclusively (except for the chairman) are found in two libraries, one British and one Canadian. In the British example, this is essentially a regular meeting of all support staff, chaired by the Deputy Librarian, and providing an opportunity for questions, discussion and information exchange. Its primary decision making role would be at the advisory level. The support staff council in the Canadian example provides a "forum whereby support staff may bring forward issues of concern which do not specifically relate to the formal administrative network in their Area". Chaired by the chief librarian, members are elected from each area of the library and a union steward attends ex-officio. Agenda items are discussed in advance in the areas and, after the council meeting, decisions and information are reported back. This council appears to adopt a problem-solving role as its primary function, a recent project being the development of a flexible hours programme for support staff. In both cases it appears that such a support staff group meeting regularly serves a useful purpose in the decision making structure of the library. It allows discussion of issues of wide-ranging library concern and provides a direct information link between support staff and the top library administrative level. It is also noted that unions exist in both libraries and that in one example union or contract-related issues may, in fact, be raised at council meetings.

Standing Committees occur in three British and four Canadian libraries. In the three British examples these are all sub-committees of the library council. These sub-committees assume a problem-solving role as their primary function and may deal with issues as automation developments, budgets and bibliographic control (see list of examples in Table 3).

In the three British libraries where library standing committees do not occur, similar functions seem to be assumed either by working parties or by a large representative group of senior staff or by standing sub-committees of the university appointed Library Committee (often including library staff in their membership).

In only one of the four Canadian examples, do some of the standing committees report to the Library Council. In all four libraries, most of the library standing committees in fact, are appointed by the chief librarian. A chief librarian of a large library indicated that this was an effective way to ensure dialogue with the 'operations' side of the library as these matters were normally handled by the senior managers. Examples of topics handled by standing committees are listed in Table 3. As in the British situation these committees operate primarily in a problem-solving mode and thus make a major contribution in the decision making structure of the library. In several cases, their responsibilities extend to overall co-ordination and policy making in an area with library-wide impact such as automation, bibliographic control or collection co-ordination. In other cases decisions on procedures and programmes are limited to quite specific areas such as library instruction and on-line retrieval.

In the two Canadian libraries where no standing committees are reported to exist, it appears that task forces (in one library appointed by the library council) perform similar roles.

Task Forces or working parties were reported to exist in ten of the twelve libraries studied, and obviously serve as one of the most useful kind of groups in the decision making structure of the library. As can be seen from the list of examples given in Table 3, they deal with a variety of topics. In most cases they are given a specific task to perform or problem to solve; once the work is completed, the task force is disbanded. In three of the British libraries, and in one Canadian, these task forces report to the library council. In the other instances, they are appointed by the chief librarian. While data is not always available from each institution, it appears that the number of task forces vary considerably from institution to institution. In two of the three largest systems, however, the chief librarians reported the two largest number of task forces. Canadian chief librarians in particular, appeared to favour this approach but made it quite clear, in a couple of instances, that their libraries were not being run by committees and that administrative responsibility and accountability remained with the senior staff. Members of the senior staff, moreover, are frequently consulted when members of the task forces are being chosen.

It is perhaps of interest to add at this point, that in one Canadian library, undergoing a 'management review' the task force approach is being used to solicit feedback and recommendations from library staff members. Looking at various topics such as communication, decision making and staffing, administration, finance and public services etc., and involving staff at all levels, the process culminates in a series of reports which forward advice to the chief librarian and consultants.

Area, departmental or branch library groups, were reported to meet formally in six of the libraries studied as shown in Table 3. As a measurement of contribution to the decision making process this information may not however be of major significance. Consultation on an informal basis and spontaneous meetings of small groups is likely to take place in most libraries at the departmental level and from this activity may emerge solutions to operational problems or contributions through department head to a higher administrative decision making level. In the six cases where formal groups meet regularly, their roles in decision making do not emerge clearly. In three cases, it appears that these groups are used for problem solving. It is likely that members of these groups play a dual role in most instances, with the area or department head playing a major role in guiding the discussion and outcome. The membership of such groups was not always specified. In one instance support staff were excluded; in another the group was representative of various staff categories; in a third (a large Canadian library) members were elected to represent various constituencies of an area.

As far as the internal committee structure is concerned, one may conclude that, as in the overall university situation, the deliberations of committees, especially where they comprise a library council sub-structure, are taken more seriously in the British libraries than in their Canadian counterparts. Committees and task forces, in the Canadian context, are seen more as problem solving mechanisms assisting as a kind of managerial arm with the reins of administrative control held firmly in the hands of the chief librarian and senior staff. It is dangerous, however, to generalize too much in this respect. One British chief librarian was quick to point out that a large university library council was not very effective in decision making. Another claimed to rely almost exclusively on working parties reporting results directly to him. At the same time one Canadian chief librarian not only holds regular meetings with nine senior administrative staff members, encouraging and promoting their role as managers, but also supports a library council of all librarians and senior support staff as well as an elected support staff council.

In conclusion it should be mentioned that several chief librarians and senior managers hold informational meetings for all their staff once or twice a year. In one case, a chief librarian meets once a year with all his support staff. Such meetings usually allow questions and discussion but, in the library's decision making structure offer only minimal impact.

iii) The Role of Professional Librarians in the Decision Making Process

As noted in the sections above, librarian involvement in formal Library committees and task forces occurs in all the libraries studied. From the responses received via questionnaires or the interview process, however, the extent of this contribution to the library's decision making process varied considerably between libraries and even within libraries. In the questionnaires/ interviews completed by the three 'non-managerial' British librarians and five 'non-managerial' Canadian librarians, four gave the opinion that librarians generally do not have sufficient opportunity to contribute to decision making and problem solving in the library. One even indicated that librarians did not even know what library committees and groups existed. Even in the nine responses from the 'managerial' librarians, four indicated that there was a need to involve more of the 'junior' librarians in the decision making process. Various suggestions were made to improve the situation : formalize vertical communication, if necessary, by ensuring regular interviews between librarians and their department heads and chief librarians; seek out expertise available from 'junior' staff; delegate more responsibility to 'junior' librarians as well as 'middle management'; create opportunities for input by appointing junior staff to committees (not always use department heads); disseminate more information about the short and long-term goals of the library; create better horizontal communication (between Technical Services and Reader Services) as well as vertical communication; establish overall library priorities and avoid 'crisis' management.

In the situations where 'junior' librarians reported satisfactory input into decisions (50% of the respondents), several reported that a good consultative mechanism and working relationship existed with their own unit heads. They also emphasized the importance of the existing committee structure.

Librarians' Associations, Unions, Staff Association

Although the design of this research project did not include questions to solicit information on the decision making role, if any, of unions, librarians and other staff groups in the library management structure, some comments and observations made by the chief librarians and the professional librarians during the course of the interviews or in response to the questionnaires may be pertinent to the topic. Of major concern to these associations and unions, are issues related to working conditions and personnel policies governing their own members.

In recent years, librarians in several of the Canadian libraries have formalized or are in the process of working out such policies in conjunction with their respective universities. In some cases this occurs through the collective bargaining process (this is usually the case for librarians represented by the Faculty Association); in others, librarians' associations have been or are heavily involved in drafting policies for appointments, promotions, rank structure and classification; study leave and performance review. In three Canadian libraries chief librarians reported working closely with the committees charged with developing or implementing these policies for the university.

Three Canadian professional librarians interviewed or questioned serve on committees which, in two cases, deal with employment conditions for librarians, and, in the third instance, with the classification of librarians.

Librarians in Britain play an active role in the Association of University Teachers (AUT) and as such help to determine recommended salary scales and conditions of service at the national level.

Support staff in both British and Canadian libraries belong to various unions (some organized at the national level) or to local staff associations and thus working conditions vary somewhat from library to library.

While chief librarians cited no specific instances in which a major policy or operational decision taken in the library was radically changed or influenced by the policies or representation from such groups, it was indicated that the presence of unions and similar associations helps to create a certain kind of political environment. This in itself sets the tone for the relationships existing between library administrators and their staffs and between librarians and support staff; it tempers any radical suggestions for changes in library operations with serious staffing implications such as hours of work, job assignment and redundancy, and may, in some cases, actually determine the level of staff involvement in the library's committee structure.

c) Use of the Decision Making Structure for Specific Decisions

While the preceding sections a) and b) have described in general terms the administrative and committee structures and their levels of decision making responsibility, the following section will attempt to describe and analyze the decision making processes used in the twelve libraries for three specific kinds of major decisions : budget, automation developments and major policy or procedures issues. During the interview in Phase 1, each chief librarian was asked to identify two or three major issues of concern to the library during the past two years and describe how decisions were arrived at (see Appendix c, page 2). Once this information was assembled, the researcher divided the decisions (25 in all) into three categories relating to i) budget or resource allocation, ii) automation development and iii) major policy or procedures. For each decision, the level of university involvement as well as of library involvement in the decision making process was assessed. Responses to the questionnaires and interview questions in Phase 2 of the project also assisted in the assessment of the contribution of various groups and individuals to decision making. These findings are grouped by decision category for British and Canadian libraries in Tables 4, 5 and 6. Although there was no follow up or request for information on these specific decisions in Phase 2 through the questionnaire and interview responses, the findings were slightly modified in light of general information gleaned from those responses.

Up to this point we have described the responsibilities of various groups for decision making as executive, problem solving or informational. In this section the analysis of the decision making structure used for specific kinds of decisions will assess the amount of participation at both the university and library level and degree of centrality. The amount of participation refers not only to proportion of a group's membership involved in the decision making process but also to the extent to which the involvement can make a difference in decisions (Robert Helsabeck, The Compound System, p. 2). Centrality refers to "the degree of autonomy of decision making units in a system."

Definitions of the amount of participation and centrality, both on a scale of 1 to 5 as outlined in Table 4-6 are a somewhat modified and expanded version of those presented by Robert Helsabeck in his book The Compound System. In defining the amount of participation "1" on the scale denotes "monarchic" or low participation, "5" "mass democratic" or high participation. In degree of centrality "1" denotes "corporate decision making or autonomy for decision making held centrally", "5" denotes "federated" or autonomy held at the unit level.

Thus in each of the Tables 4-6 the number of libraries (British and Canadian) in which decisions of a specific category have been made in the past two years are broken down by the degree of 'amount of participation' and degree of 'centricity' (with accompanying definitions at both the university level and library level).

Because Tables 4,5, and 6 only show for comparison purposes the way groupings of libraries in each country arrive at certain kinds of decision, the discussion which follows will be somewhat anecdotal in nature to describe more fully the various experiences in each library as the decisions were taking place.

1) Budget Decisions (Table 4)

The top half of the table gives a general picture of the university's involvement in the budget decisions described by the chief librarians. The amount of participation was generally higher in the British libraries than in the Canadian ones indicating the high level of decision making responsibility for the library's budget given to the university and held for the most part by the university library committee. In four of the six British libraries the ULC's role may be described as an 'executive' one. In such a situation chief librarians often have to deal with the political realities of the institution in spite of the logic of their proposals. In one instance, a proposal to cut staff in a faculty library was overturned because the university administrative officer on the ULC happened to be a professor in that faculty. The amount of participation might have been assessed even higher if, in two cases, committee representation had included the student constituency and if, in two other cases, the role of the ULC was more clearly authoritative. This is borne out in the centrality column. In two British universities (assessed at 3) the essentials of the budget were worked out in the library and the ULC approved the proposal, questioning only areas where major changes in policy or operations were indicated. The role of the ULC in five British libraries, is, however, in budget matters, theoretically and formally spelled out. In most cases, it is executive, as indicated in Table 1.

The four Canadian examples do not indicate as much authoritative participation at the university level. In three instances the budget proposals were generally given in broad outline for information and approval in principle by the university library committee. In one case, it is noted, that although the budget proposal was rarely questioned, the ULC still saw its role primarily as an executive one. The Canadian chief librarians, moreover, reported more executive involvement by the university administration in deciding the library's annual allocation of funds. In three instances, however, the budget

TABLE 4. BUDGET DECISIONS: UNIVERSITY LEVEL / LIBRARY LEVEL

DEFINITIONS OF AMOUNT OF PARTICIPATION AND CENTRICITY			British Libraries n = 6	Canadian Libraries n = 4 (3 at library level)
UNIVERSITY LEVEL	AMOUNT OF PARTICIPATION	(low) 1 : one person makes decision (e.g. President) 1 2 : decision made by small group (e.g. small ULC President and Senior Officers) 2 3 : decision made with some representation from most university constituencies (e.g. through ULC); advice may be taken or not 3 4 : decision made with good representation from all constituencies; approves; makes recommendation 4 5 : large group makes decisions; all constituencies represented (high) 5	...	...
	CENTRICITY	(highly centralized) 1 : one person or group makes decision (e.g. President or ULC) 1 2. autonomy for library decision making held by more than one group at university level (e.g. ULC and/or Budget Ctte and/or Univ. Officers) 2 3 decision made in library but agreement in principle from university needed 3 4 decision made at library level; discussions and advice from the university 4 5 decision making autonomous in the library (unit autonomy) 5	...	...
LIBRARY LEVEL	AMOUNT OF PARTICIPATION	(low) 1 : one person (chief librarian) makes the decision 1 2. decision made by small group 2 3. decision made with advice (taken or not) from library staff in most units/constituencies 3 4. decision made by input and approval from representation of all library units/constituencies 4 5 decision made by large library group (high) representative 5	...	...
	CENTRICITY	(highly centralized) 1 one person or group in library makes decisions 1 2 autonomy for decision held by more than one person or group at library administrative level 2 3. decision made by library group(s) or unit(s) or specialized task force(s) but overall library approval needed 3 4. decision made at unit or specialized group level. discussion and advice from other constituencies 4 5 (unit autonomy) unit or specialized group given autonomous decision making privileges 5	...	...

proposals and subsequent allocation within the library system were left almost entirely to the library, indicating a fair degree of autonomy in such matters. In the one case where the university administration made an almost unilateral decision to cut the acquisitions budget drastically, a protest from faculty and students caused it to be overturned before the library even became involved. Faculty protest in another Canadian library also provided some relief for the book portion of the library budget, but staff positions still had to be cut drastically.

Involvement in budget decision making at the library level followed a somewhat different pattern in British libraries from that in Canadian libraries. While the amount of participation was at level 3 or 4 in four of the six British libraries, only one Canadian library (of three) was assessed as high as level 3.

The British chief librarians who described their annual budget process indicated quite an 'open' approach. In most cases the proposal for the allocation of funds was prepared either by the chief librarian or the deputy librarian in consultation with senior managers and senior staff, both on an individual basis and in groups. One chief librarian discussed the budget proposals at length in meeting with his senior staff (a group of about 25 people) where he said "better decisions come up". Budget proposals were presented to library councils in three instances where decision making responsibility varied from "executive" (charged "to recommend financial estimates to the Library Committee") to "advisory" ("consult and seek advice") to "informed" (the chief librarian was "not prepared to make substantial changes to the proposal"). Budget proposals were in all cases discussed in detail with library groups before transmittal to the university library committees. Two British chief librarians pointed out that all their staff members were well aware of budget cuts and the effect on staffing. In the questionnaire and interview responses, however, most librarians, other than those in management positions, indicated very little input into decision making in this area. In one library it appeared at first glance that the real authority for such decisions was vested in the 'governing' university library committee. However, two sub-committees of that particular ULC dealing with budget and staffing, received much of their input from their library staff representatives thus increasing the library's involvement at this level. It appears however, that the ultimate control of funds lies with the chief librarian and senior managers - in all the British examples the amount of centralized control (centricity) is considerable (at level 2). However, although information was not always available there was an indication, that decisions on the subsequent dispersal of funds allocated to acquisitions were left primarily to the senior subject librarians.

In all three Canadian examples (in the fourth case, the budget decision did not reach the library level), budget decisions proposals were kept very much in the domain of senior managers (two libraries were assessed at 2 for amount of participation and 2 for centricity; and one chief librarian met with senior managers only on a one-to-one basis to discuss staffing cuts with no indication of wider group discussion in the library). In only one of the Canadian examples, was there an indication not only of wider participation (though mainly advisory) through the library council but also of more control of budget spending at the subject area level. In one instance the chief librarian

meets with all library staff once a year to explain the library's role in the university, the basis of federal/provincial funding and trends in budgeting and the library's priorities with a question period following. In one Canadian library not included in the Phase 1 analysis of budget decisions, the professional librarians interviewed in Phase 2 indicated that input was achieved for the most part through discussions with and advice offered to the unit heads.

Thus it would appear that budget decisions at both the library and university level in Canada are very much in the hands of managers, with the committee structure playing a minimal role. Even budget information is not readily available except in very general terms. While the major responsibility for budget decisions in the British libraries also lies with the chief librarian (in spite of the 'executive' role of the university library committee) in most cases advice is sought widely, mechanisms for discussion are well established and information is distributed throughout the system.

ii) Automation Decisions Table 5

In ten of the twelve libraries studied, systems developments or the need for automated techniques have caused major decisions during the last two years. The institutional level involved in the decision making process is set out in Table 5. Automation issues ranged from the introduction of a new issue (circulation) system, through cataloguing and acquisitions programmes to an integrated systems package for all routine library operations. One of the important factors, of course, in such developments is the cost. This in itself will have a critical impact on decision outcomes.

At the university level, the amount of participation in the British institutions was slightly higher on the scale than in the Canadian ones, indicating once again the important role played by the university library committee in library government. In one example, a subcommittee of the ULC actually developed (with substantial input from the library) and presented the automation proposal to the university. In that particular instance it also became important to mesh the library's automation design with protocols as they existed elsewhere in the university, as well as to obtain approval from university committees concerned with equipment and resources. Actually, however, considerable control over the ultimate outcome was held by the university in spite of the major input to the proposals by the chief librarian and other senior library staff. In the other four examples the degree of autonomy given to the library in such decisions was considerable (centricity level in two libraries was 4, in two others - 3), although in all cases the necessary funding had to be approved by the university administration or appropriate committee. One chief librarian stated categorically "the decision is the library's", but admitted that first money had to be negotiated with the university. Another acknowledged the high priority for a new issue system but, in anticipating that the hoped for results in terms of staff saving were difficult to quantify, had concerns about justifying it to the university.

TABLE 5. AUTOMATION DECISIONS: UNIVERSITY LEVEL / LIBRARY LEVEL

DEFINITIONS OF AMOUNT OF PARTICIPATION AND CENTRICITY			British Librarians n = 5	Canadian Librarians n = 5
UNIVERSITY LEVEL	AMOUNT OF PARTICIPATION	(low) 1 : one person makes decision (e.g. President) 1		
		2 : decision made by small group (e.g. small ULC President and Senior Officers) 2	... 2	... 3
		3 : decision made with some representation from most university constituencies (e.g. through ULC); advice may be taken or not 3	... 1	... 1
		4 : decision made with good representation from all constituencies; approves; makes recommendation 4	... 2	... 1
		5 : large group makes decisions; all constituencies represented (high) 5		
	CENTRICITY	(highly centralized) 1 : one person or group makes decision (e.g. President or ULC) 1		
		2. autonomy for library decision making held by more than one group at university level (e.g. ULC and/or Budget Ctte and/or Univ. Officers) 2	... 1	
		3 decision made in library but agreement in principle from university needed 3	... 2	... 5
		4 decisions made at library level; discussions and advice from the university 4	... 2	
		5 decision making autonomous in the library (unit autonomy) 5		
LIBRARY LEVEL	AMOUNT OF PARTICIPATION	(low) 1 : one person (chief librarian) makes the decision 1		
		2. decision made by small group 2	... 2	
		3. decision made with advice (taken or not) from library staff in most units/constituencies 3	... 2	... 2
		4. decision made by input and approval from representation of all library units/constituencies 4	... 1	... 3
		5 decision made by large library group representative (high) 5		
	CENTRICITY	(highly centralized) 1 one person or group in library makes decision 1		
		2 autonomy for decision held by more than one person or group at library administrative level 2	... 1	
		3. decision made by library group(s) or unit(s) or specialized task force(s) but overall library approval needed 3	... 2	... 4
		4. decision made at unit or specialized group level. discussion and advice from other constituencies 4	... 2	... 1
		(unit autonomy) 5 unit or specialized group given autonomous decision making privileges 5		

As can be seen from Table 1, involvement of the university library committee in policy and planning matters including the introduction of automation is assessed at the 'executive' level. In three of these automation decisions it was the ULC which in fact was instrumental not just in approving the automation proposals, but in obtaining the funds from the university. In one other case, the ULC was simply kept informed of the impending development. In the fifth instance information on the role of the ULC was not available but it is assumed the committee members were also told. In two instances, chief librarians indicated that approval was sought from other university committees (controlling finance, resources and equipment).

In the Canadian examples, the university library committees had very little influence on automation decisions. Funding was negotiated with the appropriate university officer and cleared with the university finance and computer committees (e.g. President's Executive Committee, Computer Services Committee, Budget Committee). In four situations, the university's computer centre had input into the decision with personnel from the centre actually serving on the project team in two libraries. In one library, demonstrations of a proposed on-line catalogue system were attended by university administrative officers and deans, faculty members and university library committee and other interested parties. Thus, although the proposals and design work were executed for the most part in the library, executive control still lay very much in the hands of the university (the degree of centricity was 3).

On the library side, in all but one of the libraries special task forces (working parties) or project teams were charged with developing detailed specifications, investigating alternatives and preparing orientation programmes for users. In two instances (one British, one Canadian) the task forces comprised only senior staff (usually those with systems experience) and/or the heads of the divisions involved.

In six libraries, however, membership included librarians and support staff from the departments or units affected. Two of these task forces reported to standing committees on automation (one of which was a committee of the library council) and one task force reported their recommendations directly to the library council. The column in Table 5 for degree of centricity indicates a somewhat similar pattern in the British and Canadian libraries. As seen above, a fair amount of autonomy in decision making was accorded all the task forces, particularly in developing the details of the proposals or specifications. In only one instance in a British library, was the decision making prerogative restricted largely to a senior management group perhaps because, at this point in time the project is still in its developmental stages awaiting university approval.

The amount of participation is assessed higher in the Canadian libraries, based not so much on large numbers of staff in problem-solving or advisory roles, but rather upon the inclusion of all staff in 'hands on' sessions for informational purposes. Since the automation projects in three British libraries were still very much in the developmental stages, it is perhaps premature to make any kind of accurate assessment of this participative level of staff as a whole. In phase 2 the British professional librarians who responded indicated some input into these decisions particularly if it affected their units.

Generally speaking, we may conclude that the design and detailed procedures and specifications of the automation projects considered in this study were worked out by small groups at the library level ('decision making' in the sense of problem solving), whereas overall approval and the granting of funds (policy and financial decision making) lay with the university.

iii) Major Policy and 'Procedures' Decisions (Table 6)

Five examples of decisions related to policy and procedures issues are available from the data collected. However, as only one of the examples occurred in a British library, comparison between the libraries of both countries is not perhaps very meaningful. In a general sense, however, the university involvement in the British libraries (through the ULC) in such matters is perceived as much more influential than in the Canadian libraries (Table 1). While Table 6 separates the decisions by country, the following analysis and discussion will attempt to bring out similarities and differences in the five libraries as one group.

The issues in question fall in two or more or less separate categories; those relating to cataloguing policy and procedures (three examples are related to the introduction of a COM catalogue) and those relating to loan policies. In both sets of issues, decisions were bound to have a considerable effect on users. As can be seen from the top right hand columns in Table 6, the amount of participation in decision making at the university level was reasonably high. In all cases but one, steps were taken to inform various sectors of university of the issues in question. In one instance, not only was the matter discussed with university departments and faculties but also was approved in principle by the university library committee. In one library although 'users' committees were designated for the exchange of information on the issue, poor communication resulted in a special meeting of the university library committee at which the chief librarian was obliged to explain and justify the library's proposal. In another instance although the matter was first raised in the ULC, the chief librarian turned it back to the library where subsequently a policy proposal was worked out and in turn sent back to the ULC. While normally the chief librarian would merely present such a decision for information, in this case it was deemed more 'politically astute' to ask for approval, which was forthcoming in spite of some faculty opposition.

TABLE 6. POLICY AND PROCEDURES DECISIONS : UNIVERSITY LEVEL / LIBRARY LEVEL

DEFINITIONS OF AMOUNT OF PARTICIPATION AND CENTRICITY			British Libraries n = 1	Canadian Libraries n = 4
UNIVERSITY LEVEL	AMOUNT OF PARTICIPATION	(low) 1 : one person makes decision (e.g. President) 1 2 : decision made by small group (e.g. small ULC President and Senior Officers) 2 3 : decision made with some representation from most university constituencies (e.g. through ULC); advice may be taken or not 3 4 : decision made with good representation from all constituencies; approves; makes recommendation 4 5 : large group makes decisions; all constituencies represented (high) 5	...	...
	CENTRICITY	(highly centralized) 1 : one person or group makes decision (e.g. President or ULC) 1 2. autonomy for library decision making held by more than one group at university level (e.g. ULC and/or Budget Ctte and/or Univ. Officers) 2 3 decision made in library but agreement in principle from university needed 3 4 decision made at library level; discussions and advice from the university 4 5 decision making autonomous in the library (unit autonomy) 5	...	...
LIBRARY LEVEL	AMOUNT OF PARTICIPATION	(low) 1 : one person (chief librarian) makes the decision 1 2. decision made by small group 2 3. decision made with advice (taken or not) from library staff in most units/constituencies 3 4. decision made by input and approval from representation of all library units/constituencies 4 5 decision made by large library group representative (high) 5	...	...
	CENTRICITY	(highly centralized) 1 one person or group in library makes decisions 1 2 autonomy for decision held by more than one person or group at library administrative level 2 3. decision made by library group(s) or unit(s) or specialized task force(s) but overall library approval needed 3 4. decision made at unit or specialized group level. discussion and advice from other constituencies 4 5 unit or specialized group given autonomous decision making privileges 5	...	...

It can be seen from preceeding discussion therefore, that university participation on major library policy and procedural issues is often advisable, even if not necessary in strictly formal terms.

As can be seen from the column 'level of centrlicity' the real weight of the decision making process in these issues was left to the library (2 instances at level 3, 3 at level 4).

As with automation decisions, policy and procedural issues were discussed in the library area or department most directly affected or in the case of wide reaching policy (e.g. the introduction of a COM catalogue) with various groups at several levels of the organization. In one large Canadian library one standing committee and several task forces worked on several aspects and phases of the issue from the planning stages to the implementation of an orientation programme for users. For the most part these committees and task forces operated in the problem-solving mode, working out the details of policy procedures and methods of implementation. Senior managers and other senior staff played either an executive or advisory role, in some cases contributing to the procedural deliberations but more often simply granting administrative approval or offering advice, either at senior staff meetings or when consulted on a one to one basis.

Library councils (only two examples of operational decisions occurred in libraries with library councils) played a minor role receiving information on developments, but at most only consulted in a general way for advice or comment. Other library staff were kept informed of developments as the decisions affected them, and in one case members of a single department were asked to propose a policy and develop procedures for a decision relating to loan regulations. In general the amount of library participation in these specific decisions was assessed from middle to high on the spectrum and there seemed to be a conscious effort to seek staff involvement and expertise as well as to keep the channels of information exchange open. (The importance of the latter in the decision making process became apparent in one library when one public service department was not apprised of a change in policy and was actually giving the wrong information to users.) Five out of eight questionnaire and interview responses from 'non-managerial' librarians in both countries, however, indicate that during the past year they have had no involvement in decision making in these areas.

d) Management Style

The three preceeding sections have described the various levels of the decision making process as perceived by the investigator through the analysis of printed documentation available, verbal information received from the chief librarians of the twelve institutions and questionnaire and interview responses from ULC members and professional librarians (phase 2). The role of the chief librarian in this process is a critical one and while his or her management style will in many ways merely reflect that of the institution

it may also have a considerable influence on the direction and attitudes of both university and library personnel toward the library. The ability of the chief librarian to convey his or her hopes and future plans for the library, his or her commitment to the stated or unstated goals and objectives of the library to the university community and to the library staff, can be measured in part by decision outcomes. It would seem appropriate to examine briefly the management styles of the twelve chief librarians and how these styles relate to the decision making process.

The chief librarian's relationship with the university is a sensitive one described graphically as "performing a balancing act". A couple of chief librarians stated outright that they saw their position as a political one. Hence they sought advice broadly, "tested the waters" on a one-to-one basis with university officers; and generally kept a high profile by serving on curriculum committees, faculty councils, planning committees, executive committees of senate, etc. While the British chief librarians were a little less blatant in describing their activities along these lines, chief librarians in both countries acknowledged the usefulness of operating at a political level.

The chief librarians' views of the university library committee varied somewhat because of the considerable degree of statutory management power granted to the ULC in two or three of the British institutions. Wherever possible, however, chief librarians attempted to keep decisions on management issues in the library, reserving overall policy and broad budgeting submissions for discussion and approval in principle by the ULC. Some acknowledged that this was not always achieved in spite of efforts to head off potential challengers before scheduled meetings of the ULC. In the British libraries in particular chief librarians were conscious of their 'amateur' academic status in a community run by committees of scholars. Canadian university administrators on the other hand, appeared to place more emphasis on the management skills of their chief librarians. Even one Canadian ULC member, while claiming the Committee had a major decision making role in theory, commented on a first-rate library administration with a chief librarian capable of managing the library effectively. This different emphasis, while not indicating a pronounced contrast between libraries of the two countries is also reflected in the style of the chief librarian in his relationship with the library. There would probably be unanimous agreement from all twelve chief librarians that their libraries are not best run by committee decisions, i.e. that a committee should not have the ultimate responsibility for decisions. Even the British chief librarians used their "democratic" library councils primarily as mechanisms for consultation and advice in attempting to achieve a consensus through persuasion. One Canadian chief librarian, however was relaxed enough to 'sort out' with library council members what issues were a 'collegial', as opposed to a 'managerial' responsibility. One British librarian with a wealth of long experience in coping with day to day operations had difficulty identifying the specific elements that made up a decision - they "happened naturally" in the management process. Although limiting their executive prerogatives, most of the chief librarians were quick to acknowledge the important role that library management groups, committees and task forces played in the administrative process.

A couple of British librarians welcomed input from large groups and councils in order to arrive at "better solutions" and to support a strong case for presentation to the university library committee. Others, particularly in the Canadian libraries, normally used small specialized groups for problem solving. A number of chief librarians in both countries described efforts to tap and promote the talents and strengths of individual staff members, particularly the librarians. By appointing committees reporting directly to the top, one Canadian chief librarian achieves on-going dialogue with librarians at the working level and is able to influence decisions at the formulative stages. Only one chief librarian indicated a preference to seek advice and input into decisions by consulting with senior librarians on a one-to-one basis.

Several of the chief librarians implied, if not stated, that, with the ultimate decision making prerogative in their hands, library staff members should trust them to act fairly on their behalf. Most of them sought different ways to build up this trust and made special efforts to establish and use appropriate channels of communication. Some felt a democratically elected library council of all staff constituencies was one effective way to discuss openly plans, changes, and financial crises requiring decisions. This approach curtailed suspicion, resentment and rumour that frequently exist in organizations where 'elite' groups are seen to make all the decisions. Others preferred to restrict such dialogue to members of senior and middle management who in some cases comprised a fairly large group. One chief librarian, who provided an impressive list of consultative mechanisms which were used, registered concern that senior managers were not always making the same effort in dealing with their own staff groups. As mentioned before, a small number of chief librarians kept themselves in the mainstream either by chairing or serving on library committees themselves and/or by arranging to have committees report directly to them. A couple of questionnaire responses in phase 2 from non-managerial librarians indicated a desire for more opportunities for vertical communication, better use of professional expertise by the chief librarian; furthermore that the chief librarian be more visible.

While it seems clear that further efforts need to be made in some of the libraries to involve 'junior' librarians, with two or three exceptions, all the chief librarians expressed a desire to develop the professional and managerial skills of their senior staff. In the Canadian libraries two chief librarians described their efforts in encouraging responsibility and accountability for decisions at the department head level. In one case each was given authority for budget allocation. Direct liaison with the faculty and users was also encouraged. Decisiveness, initiative and willingness to take risks were qualities these chief librarians sought in their junior managers and they themselves attempted to set the tone in their own styles. Considering the restrictive and inhibiting elements of the typical university and library environment, achievement along these lines would be no mean feat!

9. MODEL FOR A DECISION MAKING STRUCTURE

The 'model' or 'prescriptions' in this section are formulated from the researcher's own assessment of the effectiveness or non-effectiveness of the decision making processes found in the institutions studied. Such a process would be invariably influenced by environmental factors, both past and present, found in the specific institution and by the management style of not only the chief librarian but by the style of the university's officers.

First of all it seems clear (and perhaps somewhat trite to say it here) that those involved in decision making at either the university level or library level need to have a thorough understanding of the library's goals and objectives. In addition to that short and long range plans, that is, the direction the library is going, needs to be spelled out. Even in times of constraint with most decisions apparently dictated by the lack of funding, the priorities of the library need to be kept in the forefront.

At the university level the decision making mechanism appears to centre around a group representing the various constituencies of the university. In spite of the need for administrative control, usually because of limited funds, it is essential that such a group be seen to guide the library in its direction and in its response to users. If it is reasonably small (up to fifteen members) kept well informed and attracts members with a genuine interest in the Library it can become an influential voice in the management of the Library. Ideally its membership should include university officers, students, library staff other than the chief librarians as well as faculty members. If any of these groups are excluded, other mechanisms should be available for input and feedback. In larger institutions, user committees representing the various broad subject fields, are seen as useful groups which can deal with specific user problems, complaints or requests, and have influence on the collection building in its particular area. Appointed or elected representation from these committees to the university library committee seem a good way to ensure direct user input and sensitivity to the community as a whole. In small institutions, one reasonably large user 'consultative' committee may suffice. Such a two-tiered structure allows the 'executive' committee to perform its overall managerial role dealing with major matters of budget, policy and large scale programme planning. Meetings should be open to all members of the university.

Within the Library it is assumed that senior staff will be involved in the decision making on issues of concern to the library as a whole and will assist the chief librarian in making proposals to the university regarding requests for and allocation of funds, changes in programmes or services and matters of policy and planning. While most chief librarians may wish to consult frequently with a small number of associates or a deputy, regular meetings with managers at the department head level seems a highly effective way of not only getting input and expertise from all areas of the library, but of ensuring that information on deliberations over major issues gets back to staff in all areas and at all levels.

Chief Librarians should make every effort to prepare timely, accurate and relevant information for this group, circulate agendas well in advance to allow for fruitful input, and establish with the group at the outset what their role is in the decision making structure.

Library councils, tried in several libraries, can serve as a useful forum, if their role is clearly determined, that is, specify what kinds of issues can be decided collegially and what should be reserved for a management decision. Advice to the managerial group from a larger elected council can be extremely valuable if agenda items are forwarded in time to all constituencies and some managerial input into topics for discussion is forthcoming. Councils should be used by library managers to assist in running the library, not be regarded as a mechanism to allow 'token' participation in the discussion of library issues. It is in such forums that skillful administrators can allow frank discussion and sometimes dissenting views be known, while guiding and reaching consensus on contentious issues that otherwise might cause ongoing resentment or unhappiness at the lower levels of the organization. The Library Council is a useful mechanism for "junior" librarian input, through election or appointment. Non-professional staff at the senior levels should also have representation on such a council.

While most chief librarians and senior managers support the idea of committees and task forces to assist in problem solving and monitoring on-going policies and procedures, a conscious effort to include non-managerial librarians in the membership of such groups is advisable. With experience in group dynamics and the contribution of the individual's expertise and special viewpoint, these librarians can further develop their skills and potential for increased managerial responsibilities. Regular contacts either in a group setting or on an individual basis with senior managers and the chief librarian would help to establish a climate of trust and collegiality among professional librarians and lead to a sense of 'ownership' of decisions on various issues. The efforts that are made to involve 'junior' staff in the various decision making mechanisms, even at the departmental level are well worth it with regard to the level of commitment to the outcomes of deliberations.

10. CONCLUSION

The descriptive analysis has attempted to identify and compare the various university and library groups and personnel; outline their membership and roles and assess their level of influence in decision making in the various institutions. In such an analysis the chief librarians are seen as pivotal figures. As well as providing factual information about the institution, its officers and its committee structures, they have to a limited extent, offered their opinions and comments about the strength and weaknesses of the decision making processes by which they operate. These assessments are deemed as essentially valid for the chief librarians are able to measure, perhaps better than any other individuals in the various institutions, the success of decision outcomes in terms of library goals and objectives, of overall planning, of financial accountability and of external library relationships within and beyond the university community.

In order to measure more completely the effectiveness of the decision making process, and more specifically to suggest some 'prescriptions' for decision making techniques in university libraries, additional data was sought from other sources in the institutions studied. Such data, provided by other staff members of the selected universities or libraries were also analysed to assess user satisfaction with the decision making process itself and/or with decision outcomes. Some assessment, though limited because of the small number of responses was made in the following areas :

- a) perceptions of ULC members as to the effectiveness of the decision making role of the university library committee
- b) user reactions to the specific decision outcomes
- c) relationship of the financial climate to the decision making process
- d) perceptions and expectations of senior staff about the decision making process
- e) the role of the non-managerial professional librarian in the decision making process

In comparing the decision making processes at the university level between the two countries, it was found that the Library committees of the British institutions play a more dominant managerial or 'executive' role than their Canadian counterparts. In both countries, however, chief librarians expressed concern about the political 'clout', power and influence of the ULC particularly as it relates to success in obtaining funds.

Along with the emphasis on the managerial and 'democratic' role of university committees, British professional librarians tend to see themselves more as 'academic colleagues' with the faculty and operate that way particularly in matters relating to the collections.

While university library committees in both countries advise on major matters of policy, planning and wide-reaching projects such as the introduction of automated techniques, day-to-day operational matters and most staffing decisions are left to the libraries.

The performance of the ULC in general was seen as reasonably effective in its decision making role in institutions on both countries. Some members felt more 'homework' done by members and the provision of more background information on issues would enhance the committee's effectiveness. Findings also indicated that better communication about reasons for decisions and better mechanisms for input and feedback be made available to the university community at large.

Within the libraries, senior staff groups play an extremely influential role in decision making on major issues. While a great variety of staff groups exist : elected councils, standing committees, ad-hoc task forces, etc. the influence on decisions by 'non-managerial' librarians was perceived as fairly minimal, except at the unit or departmental level. As at the university level, the deliberations and advice of committees tend to be taken more seriously in the British libraries than in the Canadian libraries. In the latter, committees and task forces are seen more as problem-solving mechanisms assisting the administrative structure of the library.

Finally, some suggestions and alternatives for a possible 'model' of a decision making structure for university libraries are proposed. These 'prescriptions' are based on the researcher's perception of 'effective' processes in the libraries studied. Whatever structure is chosen it seems important that adequate provision for input and feedback be made for all constituencies for the university as well as for tapping the managerial abilities and expertise of all professional librarians. This should help ensure informed decisions and successful outcomes.

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APPENDIX B: Sample of the Initial Letter Sent to Prospective Participants*

(*used for the Canadian libraries - a slight variation in section a, on page 2 was used for the British libraries)

4 Stibbard Avenue
Toronto,
Ontario M4P 2C1

In embarking upon a research study which would compare certain aspects of Library administration in British and Canadian university libraries, I am writing to ask if you would be willing to provide some of the information necessary for my project.

I am interested primarily in examining processes used in making decisions of major importance in individual institutions and the effectiveness of those processes. Faced with the tensions and complexities of present day library management, it appears that library administrators find it increasingly difficult to arrive at the best answers, or to choose the "right" alternative. It is the purpose of this study to move away from the theoretical formulas offered for effective decision making and instead to explore and identify practical techniques that have actually been used in the course of arriving at and implementing decisions in specific contexts.

Much of the information required for my subsequent analysis will focus on each institution's organisational and reporting structures, terms of reference and membership of its university library committee (or equivalent), internal library committees, councils or working groups as well as the types of decisions made in the recent past. Some of this information, I expect will already be available in written format.

It is my intention to visit several university libraries in both countries, in order to gather this information and to discuss with the chief librarians (or, if necessary, some other senior staff member whom they may designate) their approaches to decision making. In this respect the role of various university and library committees as well as the involvement of appropriate senior university and library staff would be considered. It would be useful to identify other factors which would have had an impact on the particular situations under consideration.

If you were to agree to such an interview, I would then proceed as follows :

- a) I would ask you to select a date which would be convenient for such an interview during July, August or September. (see attached sheet). I expect that the interview could be completed in about an hour. The date and time will be confirmed after I return from Britain on June 10th.
- b) Prior to the interview I would send an outline of the specific information I require (e.g. names and terms of reference of committees, the library organisation structure) and the questions I would be asking in the interview.
- c) All information gathered through written material or through the interview process, other than that which appears in published form already would be treated with anonymity and confidentiality. In the compilation and analysis of data and in my report of findings, no individual person or library would be identified. (Exception : A list of libraries which participated in the project would be appended to the final report).
- d) Follow-up : To assess the effectiveness of the processes identified is a more difficult task. I would rely on your advice as to other sources of information available or as to the usefulness of a future second interview and/or interviews with other personnel you may suggest.

I conclude this letter of request by saying that I would try to ensure that copies of the results of my research be made available to those who participated in the study. While not all aspects of the project will be relevant to each institution it is hoped that the examples and subsequent analysis of the decision making processes identified will be of some real practical use to those British and Canadian librarians who must continue to direct the course of their institutions on a day to day basis.

Thank you for your consideration. I enclose a form and self-addressed envelope for your response.

Yours sincerely,

(Mrs) Jane Cooper
Head, Circulation Department
University of Toronto Library

1. Institutional Information

If available, I would like to obtain copies of documents describing your library's organisation and reporting structure, committee work, etc. as follows :

- a) outline of the organisational structure of the library
- b) a list of internal Library committees or working groups, including terms of reference and membership
- c) terms of reference and membership of the university library committee
- d) any other descriptive Library documents, e.g. annual reports (last 2 years), statement of library's goals and objectives, planning and/or budgeting reports.

2. Interview Guidelines

- a) My discussion with you will focus on two or three major issues of concern in your library during the past two years (i.e. since September 1980). Such issues would have caused decisions to be made on a course of action which would have had a noticeable effect on library users and/or library staff.

Examples :

- reduction or expansion of services to readers
- major change in library policy or regulations
- change in cataloguing policy
- introduction or change in use of automated techniques
- change in organisation structure or staffing
- entry into a new co-operative venture
- appointment of a new senior staff member
- introduction or change in personnel policies or procedures

- b) For each issue the following factors will be considered :

- i) How did the issue or problem arise ? Why was there a need for a decision ?
- ii) Who was involved in studying and analysing the issue or problem ?
- iii) In making the decision, from whom did you seek advice ?
- iv) Did the University Library committee play a role ?
- v) What was the involvement of the university administration, if any ?
- vi) What environmental factors (budgetary, political) had an impact on the decision ?
- vii) What are your perceptions regarding the outcome ?

3. Explanation of Study and Consent Form

Purpose of Study

This project will compare processes used in making decisions of major importance in selected British and Canadian university libraries and will attempt to assess the effectiveness of those processes. It is the purpose of this study to move away from the ~~theoretical~~ formulas offered and instead to explore and identify techniques that have actually been used.

In order to gather information on the individual institution's organization and reporting structures, terms of reference of committees etc., the investigator will visit several university libraries and at the same time will discuss with the chief librarians their experiences and approaches to decision making. This interview should take about an hour.

Confidentiality

All information gathered through written material or through the interview process, other than that which appears in published form already would be treated with anonymity and confidentiality. In the compilation and analysis of data and in a report of findings, no individual person or library would be identified. (Exception : A list of libraries which participated in the project would be appended to the final report).

Results and Benefits

Copies of the research reports will be made available to those who participated. It is hoped that the examples and subsequent analysis of the decision making processes will be of some practical use to British and Canadian administrators.

Date

Investigators signature

I agree to participate in the research study as outlined above:

Date

Participants signature

APPENDIX D : List of Participating Libraries

<u>Library</u>	<u>Date of Visit (Phase 1)</u>
<u>Britain</u>	
University of Bristol Mr N.Higham, Librarian	May 7th, 1982
University of Birmingham Mr A. Nicholls, Librarian	May 11th, 1982
University of Leeds Mr D. Cox, Librarian	May 13th, 1982
University of Reading Mr J. Thompson, Librarian	May 25th, 1982
University of Edinburgh Miss B. Moon, Librarian	May 27th, 1982
University of East Anglia Mr W.L. Guttman, Librarian	June 3rd, 1982
<u>Canada</u>	
McMaster University (Ontario) Mr G. Hill, University Librarian	June 25th, 1982
University of Regina (Saskatchewan) Mr S. Harland, University Librarian	July 6th, 1982
University of Calgary (Alberta) Mr A. H. MacDonald, Director of Libraries	July 8th, 1982
Queen's University (Ontario) Mrs M. McBurney, Chief Librarian	July 20th, 1982
McGill University (Quebec) Miss M. Scott, Director of Libraries	July 28th, 1982
Acadia University (Nova Scotia) Ms. I. Horton, Director Mr I. Bates, Deputy Librarian (interviewed)	August 24th, 1982

Dear

Once again I am writing to request your assistance in the completion of my research on decision making processes in British and Canadian university libraries.

Thank you very much for your response to my draft report and the suggestions for revision and future direction for phase 2 of the project.

After considering all the responses I received, I have decided to focus on two areas : a) further exploration of the role of the university library committee and b) the role of the professional librarian in the decision making process.

In order to build on the findings of phase 1, as outlined in my interim report, I would like to gain a wider perspective of these two topics by gathering information from other personnel in the same selected institutions. I have prepared two questionnaires, one for members of the university library committees, one for professional librarians. I would be grateful if you would distribute the enclosed four questionnaires : two to two members of the University Library Committee (if possible one should go to a faculty member, the other to a library staff member, other than yourself, who serves on the Committee) and two to two professional librarians (if possible one to a "senior" managerial librarian, the other to a "non-managerial" librarian). As before, anonymity and confidentiality will be assured and no individual person or library will be identified in the final compilation or report of findings. Each respondent is asked to return the questionnaire directly to me by mail using an enclosed stamped, self-addressed envelope.

As before I shall be happy to send you a copy of the final report on the results of my research, which could be made available to those who participated in the study.

Again I would be most grateful for your assistance in this project.

Yours sincerely,

(Mrs) Jane Cooper
University of Toronto Library

4 Stibbard Ave.,
Toronto, Ontario
Canada M4P 2C1

Dear

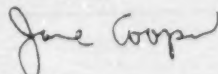
Once again I am writing to you to request your assistance in the completion of my research on decision making processes in British and Canadian university libraries. You should have received a draft copy of my interim report in January in which I listed (on page 34) several topics that I could pursue in the second and final phase of the study, to be completed this year. After considering the responses I received, I have decided to focus on two fairly specific areas: a) further exploration on the role of the university library committee, and b) the role of the professional librarian in the decision making process.

What I would like to do, with your approval, is interview two of your library staff members, one who is a member of the university Library Committee, the other, a "non-managerial" librarian. Each interview would be quite short; it will be based on a written questionnaire which I am now preparing. As before, anonymity and confidentiality would be assured. In addition, at the time of my visit, I would like to leave with you two additional questionnaires, one to be completed by the chairman, or other non-library member of the university Library Committee, the other by a senior "managerial" librarian. These may be returned to me by mail. Naturally participation by all four people, through interview or questionnaire, is voluntary.

I plan to make my visit to Britain in May for three weeks, May 4th - 22nd. Before I leave Canada, I would very much like to know if your two library staff members would consent to be interviewed. I am enclosing a memorandum for each of them explaining the purpose of my study and guidelines for the interview. I would appreciate it if you could return the "Agreement to Participate" form to me as soon as possible, using the self-addressed envelope. When I reach Britain I shall contact your office to arrange a suitable date for the interviews.

Once again my sincere thanks for your assistance in this project. I look forward to my second visit to the University of

Yours sincerely,



(Mrs) Jane Cooper

4 Stibbard Avenue
Toronto
Ontario M4P 2C1
Canada

In undertaking phase 2 of a research study which compares certain aspects of library administration in British and Canadian university libraries, I am writing to ask if you would be willing to provide some information necessary for the project.

I am interested primarily in examining processes used in making decisions of major importance in individual institutions and the effectiveness of those processes. The project includes a consideration of the roles of senior library staff, library committees and working parties and other personnel and groups.

Some of the information required for my analysis in phase 2 will focus on the role of the university library committee in decision making for the library. In this respect I have prepared a questionnaire which is being sent to some members of the university library committees or equivalent bodies, in selected British and Canadian universities. While I have already gathered some information about the committee at your institution through discussion with your Chief Librarian (University Librarian) I am interested in gaining a wider perspective of the operation and role of the committee from other members. I would be most grateful if you could spare a few minutes of your time to complete the attached questionnaire.

All information gathered from the questionnaire will be treated with anonymity and confidentiality. Although the name of the institution is necessary for the initial analysis of the data, no individual person or library will be identified in the final compilation and report of findings. (Exception : a list of libraries which participated in the project will be appended to the final report). It will not be necessary to enter your name on the questionnaire.

The completed questionnaire may be mailed to me using the enclosed stamped, self-addressed envelope. I would appreciate it if it could be returned by June 30th, 1983.

Copies of the final report on the results of my research will be made available to those who took part in the study through the Chief Librarians(University Librarians) of the participating institutions.

Thank you for your consideration.

Yours sincerely,

(Mrs) Jane Cooper
University of Toronto Library

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DECISION MAKING IN BRITISH AND CANADIAN UNIVERSITY LIBRARIES
QUESTIONNAIRE FOR MEMBERS OF THE UNIVERSITY LIBRARY COMMITTEE *

* For purposes of this questionnaire the term "University Library Committee" or "ULC" is used to denote the major university committee dealing with library matters (usually reporting to the Senate). Terms used include "Library Committee", "Library Executive Committee", "Library Advisory Committee", etc.

1. Please tick your membership status on the University Library Committee (ULC)

☐ faculty member

☐ library staff member

☐ student

☐ University Administrative Officer

☐ Other, specify _____

2. To what body does the University Library Committee (ULC) report ?
(e.g. Senate, Vice-Chancellor) _____

3. How often did the ULC meet during the past year ? (May 1st, 1982-April 30th, 1983)

4. Are the Committee's meetings open to the University community ?

☐ Yes

☐ No

5 a) Do members of the library staff, other than the Chief Librarian (University Librarian) and Deputy Librarian, serve on the ULC ? ☐ Yes ☐ No

b) If yes, how would you describe the Library staff member's role as a Committee member ? Tick all that apply :

☐ To provide additional information to the Committee about internal Library matters under discussion

☐ To present Library staff members' viewpoints about issues under discussion (which may differ from those of the Chief Librarian (University Librarian))

☐ Other (describe briefly) _____

6 a) Are there student members on the Committee ? ☐ Yes ☐ No

b) Do you consider student membership on the ULC beneficial ? (Please give your opinion whether or not students serve on your Committee) ☐ Yes ☐ No

c) If yes, why ?

d) If no, why not ?

7. What other committees, subgroups or working parties, if any, report regularly to the ULC ? Please list.

8 a) Have you served on any sub-committee or working party of the ULC during the past two years ☐ Yes ☐ No

b) If yes, describe briefly the terms of reference of the group _____

9. Please list any other university committees or groups which deal with library matters and which do not report to, or send information to the ULC.

10. The University Library Committee in most universities has responsibility for making decisions in several areas concerning the Library (budget, policy, staffing, etc.). The level of decision making responsibility may vary from one kind of issue to another. In the following statements, please check the definition closest to your perception of the Committee's level of responsibility.

a) Annual distribution of funds allocated to the library for salaries, equipment etc. (operational budget) :

- A. ☐ The Committee gives final approval (as the University authority for this decision)
- B. ☐ The Committee gives approval subject to ratification by the senate (or equivalent body) and/or by the university administration
- C. ☐ The Committee makes recommendations subject to veto or amendment by the body to which it reports
- D. ☐ The Committee is consulted by the library for discussion and advice (which may be taken or not) and may be asked to endorse the Library's proposals
- E. ☐ The Committee is informed by the library of decisions
- F. ☐ Information on such matters is generally not submitted to the Committee

b) Annual distribution of funds allocated to the Library for books and materials (book budget)

Check one (definitions as in a) above)

- | | |
|----------------------------|----------------------------|
| ☐ A | ☐ D |
| ☐ B | ☐ E |
| ☐ C | ☐ F |

c) Policies and Planning (would include such decisions as i) changes in library lending policies, ii) library hours; iii) reduction or expansion of library services; iv) planning for a new or renovated building; v) introduction of computerized techniques)

Check one : (definitions as in a) above)

- | | |
|----------------------------|----------------------------|
| ☐ A | ☐ D |
| ☐ B | ☐ E |
| ☐ C | ☐ F |

In C i), ii), v) above, please underline one area in which a decision was made

d) Operations (would include such decisions as the reorganization of a library department, a change in internal work procedures, enforcement of library regulations, handling specific individual user complaints)

Check one : (definitions as in a) above)

- | | |
|----------------------------|----------------------------|
| ☐ A | ☐ D |
| ☐ B | ☐ E |
| ☐ C | ☐ F |

e) Staffing (would include decisions on hiring, appointments and promotions of staff, distribution of staff)

Check one : (definitions as in a) above)

- | | |
|----------------------------|----------------------------|
| ☐ A | ☐ D |
| ☐ B | ☐ E |

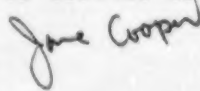
- 11 a) Do you feel that the ULC's terms of reference and method of operation allow the Committee to fulfill its role as the major university decision making body for the library ? ☐ Yes ☐ No
- b) If no, why not ? _____
- 12 a) Do you feel the ULC is perceived by the university community as the major decision making body for the library in major matters concerning the allocation of funds and policy and planning ? ☐ Yes ☐ No
- b) If no, in your opinion, where are the major decisions perceived to be made for the Library ? _____
13. How is the university community informed of the deliberations and decisions of the ULC ? (Check all that apply)
- ☐ by distribution of minutes to various sectors of the university
- ☐ by reporting in a university publication
- ☐ by word of mouth
- ☐ by regular reporting to the senate (or other university governing body)
- Other Specify : _____
14. Do you feel the ULC has addressed the concerns and current needs of library users over the past year ? ☐ Yes ☐ No
- If not, why not ? _____
- 15 a) During the past year, has the Committee dealt with matters relating to specific complaints or requests initiated by users of the Library ? (Groups or individuals) ☐ Yes ☐ No
- b) If yes, please specify the nature of one complaint or request.
- _____
- 16 In your opinion, do committee members represent the various viewpoints of the university community adequately ? ☐ Yes ☐ No
- If no, it is because (tick all that apply)
- ☐ The committee membership does not represent all constituencies
- ☐ Some members only represent their own narrow "personal" viewpoint
- ☐ Members do not consult enough with their constituencies
- ☐ Other : _____
- 17 To what extent has the present climate of financial constraint played a part in the Committee decisions on library issues during the past year
- ☐ to a large extent ☐ to some extent ☐ very little influence
- 18 In order to contribute to the deliberations and decision making of the Committee, do you feel you are given sufficient information ?
- ☐ Yes ☐ No If no, what do you feel is lacking _____
- 19 Do you feel other members of the Committee have sufficient background information about the issues being discussed by the ULC ☐ Yes ☐ No
- If no, please explain briefly _____

- 20 During the past year, has the Committee received reports (oral or written) from library groups, or individuals other than the University Librarian or deputy Librarian ?
- ☐ Yes ☐ No If yes, please specify the subject matter of one report _____
-
- 21 (Non Library staff members only please answer). How often have you been consulted about library concerns during the past year, outside of Committee meetings ?
- ☐ more than once a week
- ☐ two or three times a month
- ☐ two or three times every six months
- ☐ less than three times a year
- 22 Do you have any additional comments about the role of the ULC in library governance and your own role as a member of the Committee ?

August 5th, 1983

Memorandum to :

From : Jane Cooper, University of Toronto Library



In undertaking phase 2 of a research study which compares certain aspects of Library administration in British and Canadian university libraries, I am writing to ask if you would be willing to provide some information necessary for my project.

I am interested primarily in examining processes used in making decisions of major importance in individual institutions and the effectiveness of those processes. My project includes a consideration of the role of senior library staff, library committees and working parties and other personnel and groups. Some of the information required for my analysis in phase 2 will focus on the role of the professional librarian in the library's decision making process. In this respect I would request an opportunity to discuss with you your perceptions of how major decisions concerning policy, budgeting and automation developments, etc. are made in the library and the role you and your colleagues play in these deliberations. If you were to agree to such an interview, I shall plan to visit the library on an arranged day during the week of either August 29th, September 5th or September 12th. Please let me know (if possible before August 19th) if you would consent to an interview and what date would be convenient.

The interview should be completed in about an hour and all information gathered will be treated with anonymity and confidentiality. In the compilation and analysis of data and in my report of findings, no individual person or library will be identified. (Exception : a list of libraries which participated in the project will be appended in the final report).

I will try to ensure that copies of the results of my research be made available to those who participated in the study.

Thank you for your consideration.

APPENDIX I: Sample Letter to Librarians and Questionnaire

4 Stibbard Avenue
Toronto,
Ontario M4P 2C1
Canada

In undertaking phase 2 of a research study which compares certain aspects of library administration in British and Canadian university libraries, I am writing to ask if you would be willing to provide some information necessary for the project.

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Some of the information required for the analysis in phase 2 will focus on the role of the professional librarian in the library's decision making processes. In this respect I have prepared a questionnaire which is being sent to a small number of professional librarians in selected British and Canadian university libraries. While I have already discussed some aspects of the library committee structure and involvement of the professional staff in such groups with your Chief Librarian (University Librarian), I am interested in gaining a wider perspective on these issues. I would be most grateful if you could spare a few minutes of your time to complete the attached questionnaire.

All information gathered from the questionnaires will be treated with anonymity and confidentiality. Although the name of the institution is necessary for the initial analysis of the data, no individual person or library will be identified in the final compilation and report of findings. (Exception : a list of libraries which participated in the project will be appended to the final report). It will not be necessary to enter your name on the questionnaire.

The completed questionnaire may be mailed to me using the enclosed stamped, self-addressed envelope. I would appreciate it if it could be returned by June 30th, 1982.

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Thank you for your consideration.

Yours sincerely,

(Mrs) Jane Cooper
University of Toronto Library

DECISION MAKING IN BRITISH AND CANADIAN UNIVERSITY LIBRARIES
QUESTIONNAIRE FOR PROFESSIONAL LIBRARIANS

1. What is your position in the Library? _____

2. Please tick the major components of your job in the following list :

- | | |
|---|--|
| ☐ Cataloguing | ☐ Administration, Supervision |
| ☐ Reference | ☐ Automation, Systems Development |
| ☐ Subject Specialisation | ☐ Other : Specify : _____ |
| ☐ Acquisitions, Book Selection | _____ |

3. How often during the past year (May 1st, 1982 - April 30th, 1983) were you involved in deliberations or decision making in the following areas :

a) Distribution of the annual Library budget for salaries, supplies, etc. and/or subsequent adjustments.

- ☐ never ☐ occasionally ☐ frequently (or ongoing)

b) Distribution of funds for books, library materials

- ☐ never ☐ occasionally ☐ frequently (or ongoing)

c) Developments in automation/computerized techniques

- ☐ never ☐ occasionally ☐ frequently (or ongoing)

d) Adoption of new or changed policies (cataloguing, lending etc.)

- ☐ never ☐ occasionally ☐ frequently (or ongoing)

e) Introduction of new or changed programmes, services etc. (computer literature searching, document delivery, changes in hours etc.)

- ☐ never ☐ occasionally ☐ frequently (or ongoing)

If you ticked other than "never" please describe one new programme or change briefly _____

f) Staff appointments, promotions, etc.

- ☐ never ☐ occasionally ☐ frequently (or ongoing)

g) Planning for a new or renovated building

- ☐ never ☐ occasionally ☐ frequently (or ongoing)

h) Operational matters (e.g. change in work procedures; change in internal policies; reorganization of a department or departments)

- ☐ never ☐ occasionally ☐ frequently (or ongoing)

If you ticked other than "never", please cite one example (be brief) _____

4. If you had any involvement in deliberations or decision making in the areas specified above in question 3, how were you most frequently consulted ? (tick more than one if applicable)

- ☐ asked for written suggestions or advice
- ☐ consulted individually on an informal basis
- ☐ served on a committee, working party or other staff group which met regularly
- ☐ through participation in a group meeting (irregular)

5. a) Are you a member of a library committee, working party or other staff library group ? ☐ Yes ☐ No
- b) If yes, please answer the following questions (6-12). If no proceed to question 13.
6. Describe briefly the function of one committee/group on which you serve.
- _____
- _____
7. To whom does the committee/group report ? _____
8. How often does the committee/group meet ? _____
9. Using the definitions (A-D) listed below, how would you describe the major role of the committee/group ? (The group may operate in different ways at different times; please tick the definition that applies most frequently)
- A ☐ Executive : i.e. approves recommendations and proposals and/or may carry authority for implementation
- B ☐ Problem Solving : i.e. works out solutions and procedures for specific problems and makes recommendations .
- C ☐ Advisory : i.e. discusses issues of concern; gives advice which may be taken or not.
- D ☐ Informed : is told of developments (no decision making input)
10. In your opinion, do members of the group consult regularly with other Library staff members about issues being discussed in the group ? ☐ Yes ☐ No
11. Do you feel your group gets sufficient information to assist in making decisions, in solving problems, or in giving advice ? ☐ Yes ☐ No
- If no, why not ? (in your opinion) : _____
- _____
12. How is the Library informed of the deliberations and decisions of your group ? (Tick: all that apply)
- ☐ by distribution of minutes to various departments of the Library
- ☐ by reporting in a Library (staff) publication
- ☐ by word of mouth
- ☐ by regular reporting to a senior library person or sponsoring body
- ☐ Other : please specify : _____
- _____
13. In your opinion, are librarians generally informed about what library committees and groups exist and what their terms of reference are ? ☐ Yes ☐ No
- 14 a) In your opinion, do librarians generally have sufficient opportunity to contribute to decision making and problem solving in the Library ? ☐ Yes ☐ No
- b) If no, please suggest one way in which this situation could be improved _____
- _____

15. Generally speaking, how are librarians most frequently informed of the deliberations, decisions taken, or recommendations made by various library groups and senior library personnel ?
- ☐ by memoranda or reports to various departments /areas of the Library
 - ☐ by reporting in a library publication
 - ☐ by word of mouth
 - ☐ by information given at meetings of librarians
 - ☐ Other : specify _____
16. a) Do you feel the concerns and needs of library users during the past year have been adequately addressed ? (with due regard for the objectives of the Library and its present level of funding) ☐ Yes ☐ No
- b) If no, why not ? (if possible, please specify a concern or need that has not been addressed) _____
17. a) During the past year was there a situation in which a decision was taken on a major library issue that met with disapproval or adverse reaction in some sector of either the Library or the university ☐ Yes ☐ No
- b) If yes, in your opinion, was it because : (tick more than one if applicable)
- ☐ although it was clear from the beginning that the decision would not please everyone, it had to be taken because of lack of funding
 - ☐ the rationale for the decision was not adequately given
 - ☐ there was a lack of sufficient information available during deliberations
 - ☐ there was a lack of adequate communication with staff and users before the decision was taken
 - ☐ Other : _____
18. Do you have any additional comments about your involvement in the decision making processes of the Library ?